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So They Say

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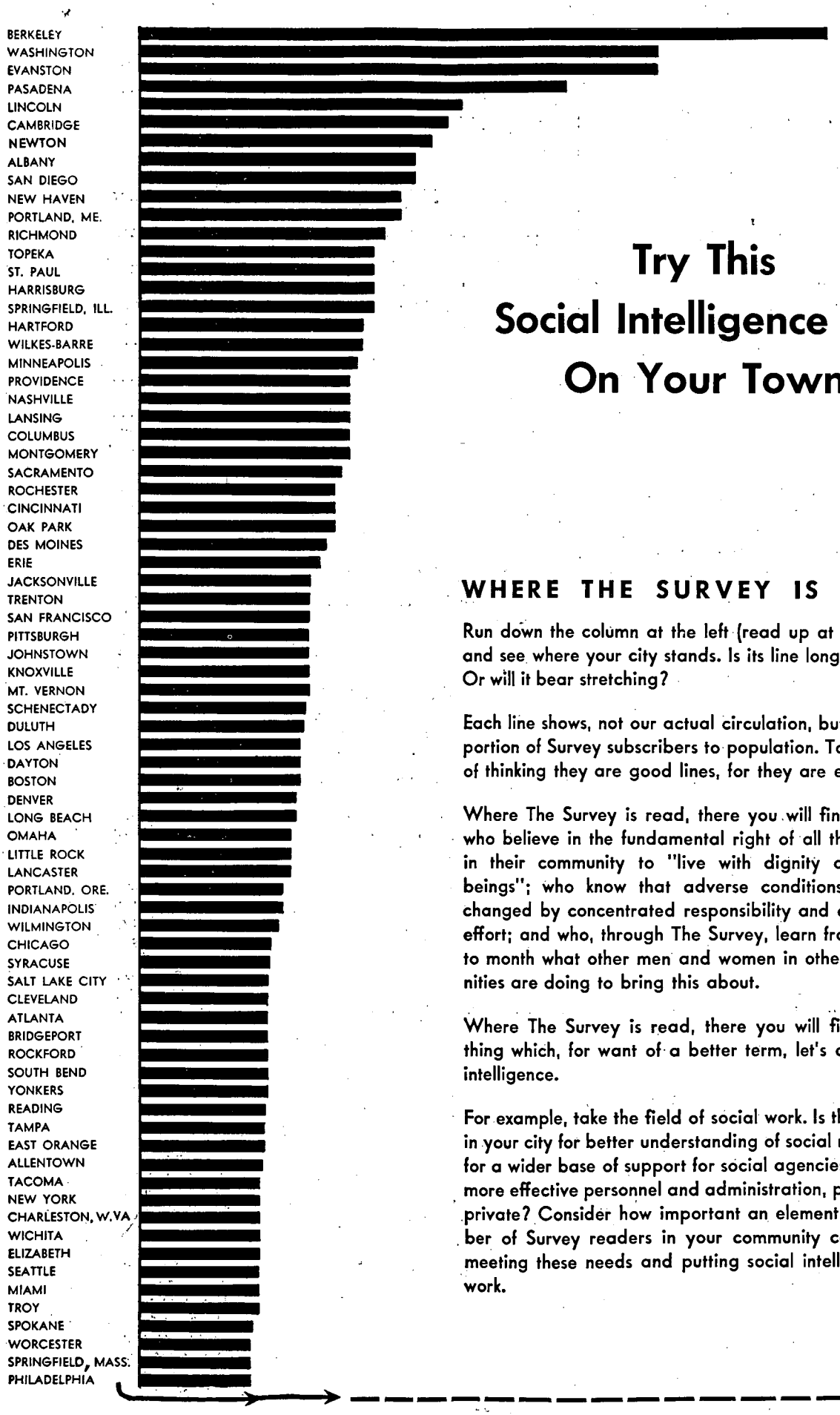

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certainly The Survey must be considered an indispens-
Lowenstein, *president, National Conference of Social Work*

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More than most magazines, The Survey grows through the good will of its readers. The soundest circulation gains we have ever made have come where Survey friends introduced The Survey to their friends. In some instances these friends of theirs were social workers who needed to keep abreast of advances in their profession. Or they were board members, volunteers, citizens, who without personal recommendation might think it "just another magazine," or had never heard that it was ready to serve them as an indispensable guide in "this age of confusion." Will you put The Survey before just such friends of yours?

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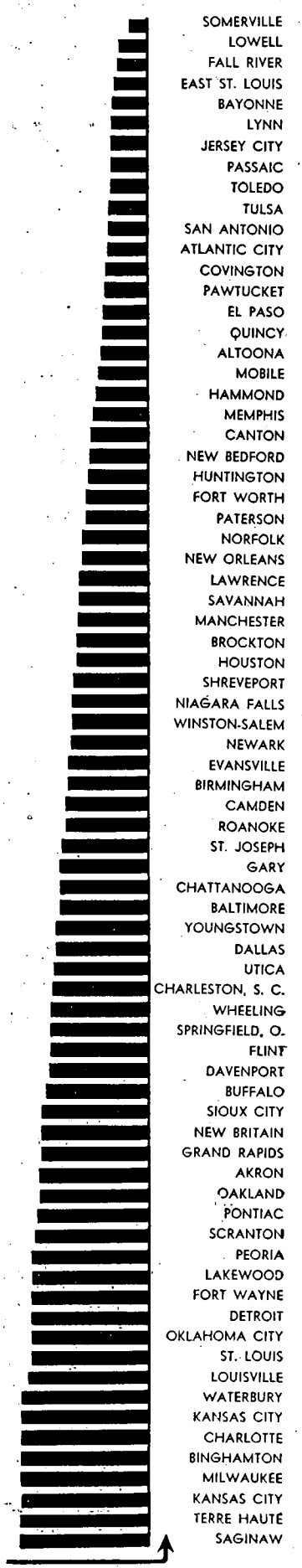
Being realistic, we have set quotas city by city; also for smaller towns which do not appear in the list. Drop a post card to The Survey, 112 E. 19th St., New York, and we will tell you what the quota is for your town, in stretching its line of social intelligence. Perhaps you can get others to help give it a tug.



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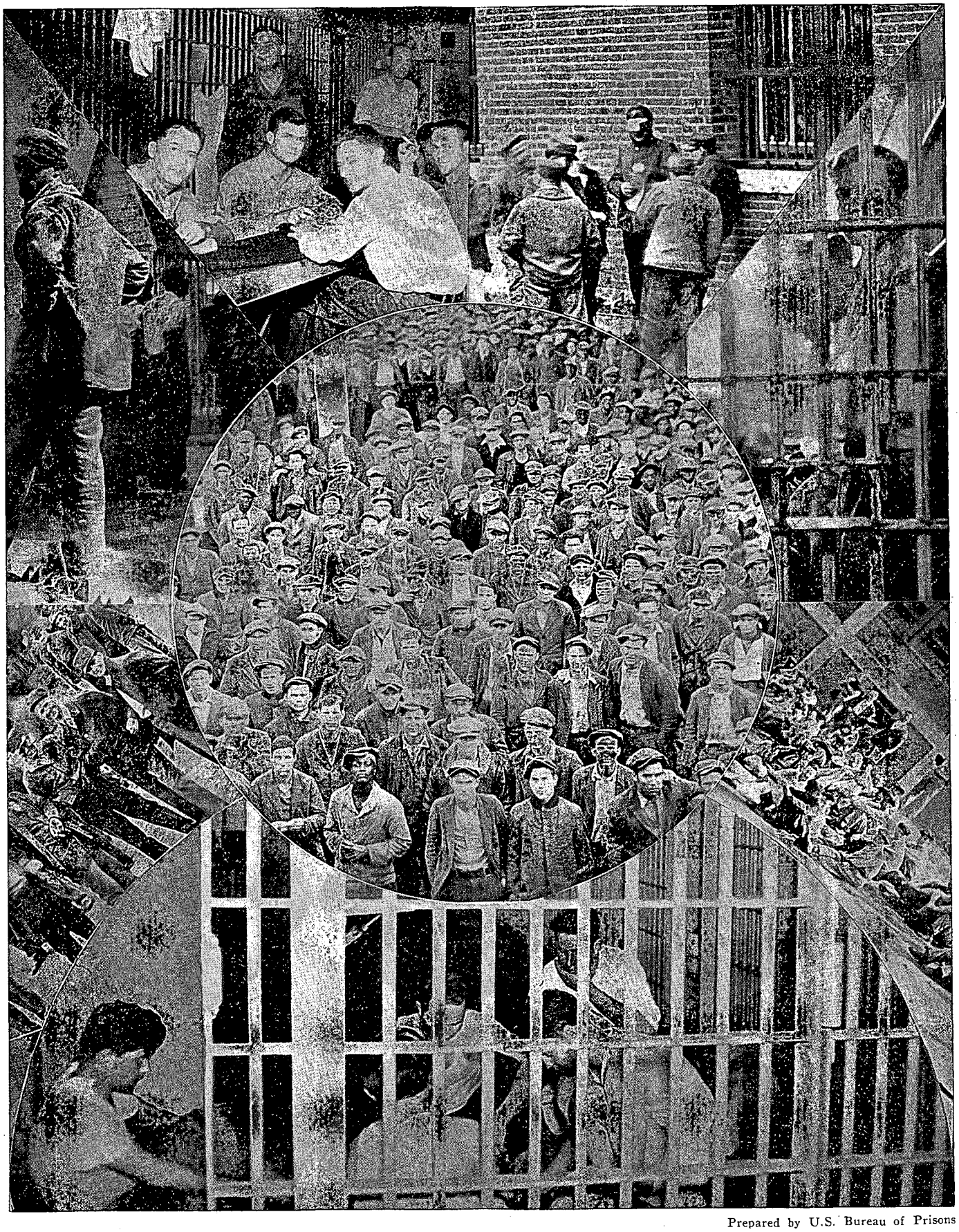

Prepared by U.S. Bureau of Prisons

"Nothing to do"

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THE SURVEY

SEPTEMBER 1937 VOL. LXXIII NO. 9

Horse Collars and Prisons

By JAMES V. BENNETT

Director, United States Bureau of Prisons

HORSE collars have come to mean more to the American prison system during the past year than the iron collars so generally worn by American convicts a hundred and twenty-five years ago. The Supreme Court has said in effect that the manufacture of horse collars in prison must stop. It did this, in a case turning on a shipment of horse collars, when it upheld the validity of the Ashurst-Sumners Federal Prison Labor Act prohibiting the shipment of prison-made articles into states regulating their sale or use. The decision itself not only points out a new way by which federal powers can implement otherwise ineffective state laws but it also marks the end of an epoch in the American system of prison management.

The managers of our first American prison, the old Walnut Street Jail in Philadelphia, solved the problem of employment by riveting iron collars about the necks of the prisoners, chaining them together and working them on the streets of the city. But the blood-abhorring Quakers soon changed this and evolved a system of solitary confinement and handicrafts which developed alongside of the Auburn scheme of employing the prisoners in congregate workshops and housing them in massive cell blocks. While the Pennsylvania system was followed abroad, the Auburn plan has been followed here, almost universally. Now a substitute must be found for a system which required the employment of men in shops and the disposition of their products in the open market. True, for some time most of our prison administrators had seen the handwriting on the wall and had been casting about for some substitute, but so far the expedients tried have failed woefully to solve the problem of prison idleness.

No better example can be found of the problems arising from the Ashurst-Sumners Prison Labor Act and companion state legislation than in the situation in Kentucky where the test case arose. Just before the Ohio River flood mercifully forced its abandonment, I visited the old Frankfort Reformatory and, in company with the warden, walked about the institution. Everywhere about the yard men were squatting on the ground or leaning in little groups against a wall or pacing restlessly back and forth across the narrow enclosure. The warden told me that a year before his institution had been a humming workshop with every man provided with some kind of a job. Some of them made work-shirts, some of them made chairs, others made horse collars, mule whips, dog leashes and the like.

In 1931 about 3000 of the 3800 men in all Kentucky institutions were employed. Just before the floods early last spring, only about 1200 out of a total population of 4000 had any kind of work whatsoever. Nearly 800 of those reported as working were engaged on "maintenance," that is, cleaning, cooking and taking in each other's wash. And all of these nearly 3000 idle prisoners are in a state where the first "homemade" prison developed.

IN 1796 the daring and desperate horse-thieves of the frontier state of Kentucky were placed in a prison constructed by popular subscriptions of money or land. "An amiable gentleman, very sanguine and somewhat visionary in his notions," by the name of John Stuart Hunter, was given the delightful job, with the munificent stipend of $333.33 a year, of guarding the prisoners and making them earn their own keep. The prisoners made nails, log-chains, axes, hoes and shoes which the agent advertised at "the most reduced prices for cash or for whiskey, brandy, cider, lacure, pork, bacon, etc." Until relatively recent times the Kentucky prison system, thus inaugurated, was self-supporting and incidentally also paid considerable dividends to those in charge and to the state, through its system of leasing prisoners and allowing manufacturers to contract for their labor.

The situation in Kentucky is no worse than in most of the other states. As a matter of fact conditions are better there just now because the state has embarked upon an intelligent program of using its inmate labor to construct a new institution to replace the old Frankfort Reformatory. But mobs of idle, aimless prisoners can be seen in almost every American correctional institution. In Maryland, for example, the contract labor shops were shut down

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overnight, and the men do nothing but march back and forth, back and forth, and round and round a small yard. In West Virginia, Missouri, Iowa, Illinois, Indiana and many other states thousands of men who formerly were employed have been jammed again into already overcrowded prisons with absolutely nothing to occupy their minds and bodies.

What is to become of the American prison system? Is there such a thing as penology? Will men go out of prison equipped with something else than a prison pallor and the label "Ex-Con."? Can we overcome the public prejudice established in pioneer and reconstruction days against a system and methods which rightly brought public condemnation? All of the psychiatrists, psychiatric social workers, sociologists, classificationists and moralists in the world will not be able to redirect the tendencies of the men and women who get into prison unless they have some tools with which to work. As James A. Johnston, now warden of the Alcatraz Penitentiary and formerly in charge of one of the largest prisons in the United States, has said:

> The great necessity in prison is work. If I had to manage a prison upon condition that I make my choice of one thing, and only one, as an aid to discipline, as an agency for reform, for its therapeutic value, I would unhesitatingly choose work —just plain, honest-to-goodness work. Of course, I wouldn't like to have to concentrate so on a choice and it would be unwise to be so restricted. Physical examinations, medical treatments, bodily repairs, educational opportunities, spiritual guidance, psychiatry, psychology, are necessary and helpful. But the habit of work is what men most need.

SINCE the time when the free citizens of Nineveh rioted because one of their triumphant kings returned from a single campaign with 208,000 prisoners whom he put to work immediately in competition with "honest" citizens, there has been opposition to the employment of prisoners. Basically this opposition has sprung from the feeling that the labor of prisoners has been exploited and the products of their industry have been thrown on the market at ruinous prices. It is true enough that instances exist of graft and exploitation in the management of prison industries by private contractors, of misbranding convict-made goods, of dumping distressed prison merchandise upon the market, and of undue concentration of prisoners in particular trades or industries. It has seemed to many prison officials that it would be possible to cure these evils without the total elimination of opportunities for prison employment. Many of them have believed that the changing attitude of the taxpayer would make it possible now to evolve a penal system based upon profit for the prisoner instead of for the prison. But perhaps, after all there was no way out short of absolutely barring the sale in the open market of prison-made products. Be that as it may the plain facts are that drastic prohibitory legislation is now upon the statute books and the prison men must find a way out of the dilemma thus created.

It is futile to argue that the American system of imprisonment can continue in its present form without providing some means of occupying the minds and hands of those sentenced to "hard labor." To understand this, one must gain some concept of the routine of the prisoner and his world. The prison corridor, the lock step, the wall, the bars, the criminal's warped ideas of manhood, his undeviating faithfulness to a remorseless code, his bitterness toward the social order and his scorn for the thrifty and industrious, are all attributes of life in a world altogether foreign to most people. Never is there relief in a prison from the exacting regularity of every action and every move from morning until night. Precisely on the moment, the cell doors are unlocked and the men march to their meals. Three, four or five times a day, at exactly the same moment, they stand at the door of their cells to be counted. In many prisons, for months in advance, the content of the diet can be predicted. From eight to fourteen hours a day the prisoner must lie on his bunk in his cell, often with nothing to occupy his mind. Worry, lack of work and exercise may make it impossible for him to sleep more than a few hours. All that many of them can look forward to is the adventure of combing their hair or cleaning their teeth, cursing the guard or booing the warden as he goes by on his daily inspection tour. The prisoners "build time" listlessly, unsmilingly, usually sullenly. The result is that the whole prison atmosphere is charged with bitterness, rancor, slothfulness, and an all pervading sense of defeat.

How is all of this to be changed and hope substituted for futility, industry for idleness, and cooperation for sullen opposition? The answer in a single word is "Work"—hard, constructive, habit-forming work. A way must be found to employ the hosts now shuffling aimlessly about the prison yards. Almost everyone recognizes the economic justice of employing the prisoner and making him earn a portion of his upkeep. He must be taught to earn his bread by the sweat of his brow and must, as President Roosevelt has stated, "learn that work in itself is honorable and is a practical substitute for criminal methods of earning one's livelihood."

Recent statistics are not available as to the situation in the state institutions. But we know that only about fifteen thousand prisoners are now employed in those states which continue to make goods for sale in localities which do not prohibit their marketing, and that another forty to fifty thousand prisoners are occupied more or less usefully in various maintenance tasks about the institutions with a few thousand employed on farms, road construction and similar assignments. The prison administrator must now find employment for the remaining hundred thousand men who, on account of their character and the nature of the crimes they have committed, must be kept within the walls of an institution in the manufacture of articles and commodities for use in other state institutions and agencies.

IN some states there is very real ground for believing that such a state-use system will work if further restrictive legislation is not enacted. The prisoners can manufacture such things as automobile tags, road signs, clothing for state wards and school equipment. But already manufacturers concerned are lobbying for legislation prohibiting prisoners from engaging in such industries. The printers, for instance, have secured laws which make it impossible to do any printing in a prison. A bill nearly passed last year in Ohio which would have prevented prisoners from manufacturing any furniture for the school system. Already Ohio has a law which has shut down the plant formerly manufacturing paving brick for Ohio highways. Some groups are opposing the use of prisoners in the construction even of the buildings in which they themselves are confined.

The federal government must also be called upon to assist the states in developing a constructive prison program and must aid them in finding the necessary funds to

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reorganize their prison systems. A new type of administrator must be found, men who are ingenious and powerful enough to develop a new penal philosophy. The wise use of parole must be extended and greater numbers of men placed in the community under the guidance of understanding and efficient probation officers. In advocating the strengthening and extension of parole and probation one need not be maudlin about the poor prisoner. It is the only constructive answer yet found to his problem. Moreover the ferocity of some of our judges must be mitigated so that sentences will be less drastic and at the same time more uniform.

While we are aiming at these distant and somewhat nebulous objectives we must contrive somehow to solve the prison labor problem, or else we must abandon the belief that the prisoner can be released from the institution better and not worse than when he entered it. Until we have solved prison labor, we must stop speaking of penology as if it were a science and stop talking of the prison as a protection to the public. It is no protection to society to release into it men whose bodies and spirits are so atrophied by idleness that they can do nothing but return to crime as their means of a livelihood. Here is a task and an objective for the humanitarian, the crusader, the socially minded who can look tough facts in the face. Horse collars must leave the prisons; let us not substitute horsefeathers.

Looking Back at the Long Vacation

By CLARA LAMBERT

Associate in Teacher Education, Summer Play Schools, Child Study Association

SEPTEMBER brings the opening of schools all over the United States. The children are off the streets, out of empty lots and back in harness. Mothers breathe a sigh of relief. The children themselves, for the first few weeks at least, welcome work and routine.

It is time to evaluate what the long vacation has brought to the millions of children pouring back into the classrooms. Usually this precious period has been only a hiatus in living. Parents, by and large, work on the theory that after nine or ten months of regimentation children need this time to do as they please. Actually most urban parents have no choice. For, outside of the relatively few playgrounds, how are city children to spend their time? Few have resources beyond games in crowded streets—including cards and dice—or sheer idleness. Individual agencies in both country and city, have become concerned about the destructive results of the sudden sag into summer leisure, but they have not made use of one of America's greatest investments—its public school plants. True, they have tried to provide summer activities for the small number of children who could be sent to "fresh air" camps, day camps, playgrounds or parks. But, however helpful these efforts have been, statistically they have not been consistent or numerous. Despite the development of recreational facilities in the depression, the summer still means empty school buildings, unemployed teachers, children with leisure but with no technique for using it, and parents in homes with limited facilities. The conclusion is a sad one—that relatively only a very few children have had a summer enriched by vital activity.

The summer play schools committee of the Child Study Association of America for the past twenty-one years has been trying to determine what is the most profitable kind of summer for young children. Its efforts, and those of other groups similarly experimenting, point the way to a possible solution.

The summer play schools committee was organized during the War, when many mothers were working while fathers were in the army. Children in underprivileged neighborhoods were then more neglected than ever. They had no play places and no homes. A group of interested women set themselves to meet the problem. In the original play schools of New York City the settlements provided the school centers, the board of education supplied some teachers, and other social agencies gave additional help. Today there are added to the list public service companies that furnish transportation for trips and excursions; museums and libraries that open their doors, and WPA and NYA assistants. The combined efforts of the committee and these agencies have now made possible the development of all-day summer play schools in New York City.

The children who made up the first summer play groups knew schools as places in which to learn reading, writing and arithmetic. They knew settlements, for in the crowded quarters of the large cities these institutions had long offered children after-school opportunity for recreation and social life. They knew playgrounds, some of them, as places to use apparatus, play games and learn handicrafts. But the play school was a new concept. They came to it at nine in the morning and stayed until four-thirty in the afternoon. In groups of twenty-five children of the same age, they played, worked, and learned new ways of living with one another and with adults. The program included lunch, a rest period, and perhaps a cooling shower or even a swim. In the settlements, these first summer play schools began to work out their techniques. To those who have watched the schools over a period of twenty-one years, it is amazing to see what has developed.

THERE have been three stages in the development of the summer play school. To begin with, the committee was chiefly concerned with the health of children. Summer groups were kept small. The plan was worked out for children between the ages of four to thirteen. The workers devoted much time and attention to physical examination, rest and nutrition. Lunch became an important educational and social factor in the play school routine. Here many of the children for the first time ate vegetables and drank milk. Here too, they were introduced to the simple social rites associated with meal time. This was the most complete meal of their day, often the only one.

Paralleling its work with children, the summer play schools committee through meetings and conferences instituted what we call today parent education, helping the mothers in their home problems as well as in their parent-child relationships.

As health measures became accepted routines in play school, the interest of the committee extended itself. The

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summer play schools naturally drew on the new ideas in recreation and the play skills. The best leadership available was obtained, in trying to develop a wholesome, active program adapted to the age and interest of the children.

About the same time that the summer play school movement was developing, the progressive school movement was gaining momentum. Small laboratory schools had sprung up, in which carpentry, painting, clay modelling, printing, cooking, singing, dancing, games, trips and academic work were all woven into a meaningful pattern, motivated by purpose and use.

THE trends in summer play schools began to reflect the influence of these new schools. Projects were introduced, and many a Dutch house and Indian village flourished in a play school classroom. The day was fairly well divided between games and projects, both indoors and out.

As the summer play schools grew, the committee found it necessary to institute a special training course for its teachers, with a demonstration school. Here a private agency, rather timidly and modestly, entered a field which was not strictly speaking its own—the field of education—in an effort to help solve the year-round problem of the underprivileged child. Private organizations, I suppose, have always been the catalytic agents for big movements, and perhaps that is one of their chief functions.

As the work committee of the Child Study Association went forward problems arose—some as yet unanswered. The most urgent is the question: what should a play school ideally offer children who cannot leave their communities for the summer? Growing out of this is the question: how shall teachers be trained to meet children's needs? Finally, how can schools, playgrounds, welfare agencies and organizations interested in the complete development of the child cooperate in bringing about a twelve-month program of education with a flexible, unregimented, vacation plan for more than 30 million children? Playgrounds in 1932 served fewer than 2 million children; camps, private and public, 1,682,907. The figures may vary for 1937, but the proportion remains almost the same.

Only those workers who have dealt with city children will believe that youngsters no longer know how to play. Children today are more inclined to be amused than to play. Anyone who spent his childhood in a small town knows how packing cases were converted into houses or castles, trains or theaters; knows, too, how readily all the neighborhood comedies, tragedies, and humdrum work were recreated by the children: playing house, grocer, fireman, doctor and so forth. The kind of play that used to take place in empty lots and back yards is practically extinct in the large cities, where almost all the open spaces are parking areas for cars, not for children. Even such games as Prisoner's Base; Run, Sheep, Run; and so on had more life values than Hop-Scotch, or jump rope, which are almost the only games for young children possible today on city streets.

People point with pride to our very youthful tennis champions, swimmers, sailors and golfers. It is true that athletic activities have been extended beyond the leisure class group to the masses, but athletics have not solved the summer problem even for older children. One cannot play tennis, swim, play baseball all day. The summer is hot and enervating. Even camps use their outdoor time judiciously. Play schools must do the same.

A summer program all "games," or all "projects," is not well balanced. There is a summer mood that must be reckoned with in carrying out a vacation scheme for all children. In one of the summer play schools a group whose teacher came from a famous progressive school began the summer with a group newspaper and ended with a "show." Half of the group were Negro children. They knew how to dance and sing, they were eager to do something together, but they wanted to have something to say about their vacation activities. They organized into groups, to work on scenery, programs, dialogue and "routine." It was a far cry from the school as they knew it, but it was close to education.

In another school the children decided to do a small sized Middletown study. Armed with 25-cent cameras they went forth every afternoon to take snapshots of their community. They developed their pictures and pasted them into an effective pattern.

In some of the schools the children wanted more outdoor time. Empty lots were found for them in the lower East Side, where tenements had been demolished. They were not opened to the children until there was adequate equipment—not just slides and swings, but large, sturdy packing cases, small wooden horses, planks, big hollow blocks, wagons, pails and shovels. The children played here every day, until the sun drove them indoors, or until lunch and rest beckoned them as a welcome recess. Real play emerged as soon as suitable place and materials were made available.

Teachers learned that in addition to play, children crave opportunity to do things with their hands. This imperative urge may be a left-over from artisan forbears, but whatever its origin, many a boy and girl was made happy using hammers, saws, nails and wood, as well as paints, clay, needle and thread. The impulse to "do something" made teachers abandon the verbal approach in extending children's horizons and adapt themselves to the reality—summer play.

THE committee watched play schools grow from health motivated institutions to schools devoted to social, emotional and recreational aspects as well. They had instituted teacher training, worked with community agencies, watched children grow. Now they saw that new attitudes toward the summer must be articulated. The progressive school had contributed knowledge of constructive play. The recreational movement contributed games and crafts. And now the great leisure time movement is demanding useful time expenditure for all members of the community, which means that the public school buildings must be kept open during the summer; with playgrounds available to children and to adults; and deskless rooms for play space. It also means that teachers must be trained for leisure time teaching in summer and after-school hours as well, and that educators must recognize summer needs of children and parents.

Signs of this trend are the activity programs in the winter schools, after-school programs in a few schools, and the growing recognition that an all-day summer play school, with lunch and rest, is necessary for young children. A national summer program, with room for experimenting in work and play for the children who need it and choose it, is the ultimate step in making our schools all-year-round institutions rather than the part time agencies they are today. Probably in time the schools will provide integrated education for our children.

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Standard of Living

By SELDEN C. MENEFEE

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WHAT is the American standard of living? Psychologically, it means for most of us what we would all like to have—a nice home and a car, a savings account, and enough leisure for travel and play. Some tens of thousands of Americans, asked by the American Institute of Public Opinion how much income per week a family of four needs merely to live decently, gave as their median reply $30 a week, or $1560 a year. In the South they said $25 a week would be enough, but on the Pacific Coast the estimate was $35. A supplementary estimate of a "health and comfort" yearly budget showed an average of $1950 considered necessary.

The U. S. Department of Labor agrees quite closely with this poll. According to its estimates, approximately $1200 a year for a family is necessary for "subsistence," and $2000 for "minimum health and decency." Our old ideas of the American living standard are knocked into a cocked hat when we realize that in 1929, 42 percent of our population had an annual family income under $1500 and 77 percent under $2000. In 1932, these figures had changed to 59 percent and 88 percent respectively. Nine out of ten did not have the minimum for "health and decency."

The Brookings Institution says that nearly six million families, or one fifth of the national total, earned less than $1000 even in 1929. According to the Cleveland Trust Company, the bottom 20 percent of our population drew only 4.3 percent of the nation's income in 1929.

Most of these figures have been quoted to us over and over again during the depression. Now, just when we are beginning to get back some of the illusions we had in the nineteen-twenties, along comes a report by the Division of Social Research of the Works Progress Administration to set us to thinking again. (Intercity Differences in Costs of Living in March 1935, by Margaret Loomis Stecker, Preliminary Report, WPA Division of Social Research, Washington, 1937. 193 pp.)

Industrious WPA workers gathered more than 1,430,000 price quotations in fifty-nine different cities in all sections of the country. Two standard budgets were set up—one at the maintenance level, representing the minimum of current outlay necessary for supporting the families of industrial, service and other manual workers; the other at an emergency level, taking into account certain economies that may be made temporarily during a depression period. Both budgets are for a family of four—a man, a woman, a boy of thirteen, and a girl of eight.

Some aspects of the maintenance budget reveal the hardships it would entail. The man in the mythical family is a laborer, yet he is furnished with only two cotton workshirts and one woolen one a year. The "woman in the home" is allowed one and one half dresses of silk or wool material, six pairs of cotton stockings and two of silk.

Although the maintenance budget allows one movie show a week for the family, there is no provision for giving the children a higher education. The only provision for savings is a life insurance policy for $1000. Twenty cents a person a month is allowed for fraternal or patriotic society dues, but nothing for union dues. No provision is made for an automobile, which has become a psychological as well as a transportation necessity, even among laboring families in many places.

The housing minimum requirement is one room a person, with indoor bath and toilet. The report comments: "Working class housing in general is so poor in some cities that to get reports of rents for accommodations meeting the specifications it was necessary to price dwellings not customarily occupied by industrial, service and other manual workers of small means."

The report itself admits that neither the maintenance nor the emergency budget represents a desirable standard: "Neither level will permit families to enjoy the full fruits of what we have come to call the American standard of living. Indeed, those forced to exist at the emergency level for an extended period would be subjected to serious health hazards."

THE average amount needed for the maintenance level was $1261 in March 1935; corrected for prices in March 1937, it was $1317. The average for the emergency level was $903. The indictment of our present social situation comes when we compare actual conditions with these figures, low as they are. According to Isidor Lubin of the U. S. Bureau of Labor Statistics, a large percentage of working class families in these cities—in some cases more than half—had total incomes of less than $1250 in 1935-36. The WPA minimum wage of $55 a month, or $660 a year, is proved to be inadequate when it is compared with the $903 yearly emergency minimum set up by the research division of the WPA itself. The average income of American families last year, according to the U. S. Department of Labor, was about $1300, with nearly a third having less than $1000. Here is the third of our nation which President Roosevelt declared to be ill-clad, ill-housed and ill-fed.

One of the most significant results of the survey is the death blow it deals to the myth of great differentials between living costs in the North and the South. The average maintenance cost in cities of the Middle Atlantic, where costs were highest—New York, New Jersey, Pennsylvania—was only $117 above the average cost in cities of the East South Central States—Kentucky, Alabama, Mississippi, Tennessee—where costs were lowest. Correcting for the smaller size of southern cities, the difference actually falls to about 3 percent. Four large southern cities fall in the top half of the scale—Washington, D. C. (which heads the list at $1415 for the emergency level), St. Louis, Baltimore and Atlanta.

True enough, Mobile foots the list with a maintenance cost of $1129 per family, but even this is insufficient basis for the wage differentials as between North and South. In the lumber industry, for example, the minimum wage set by the woodworkers' union in the Pacific Northwest is 62½ cents an hour, while in some southern states workers in the same industry are paid 20 cents an hour. Obviously the wage differential between North and South rests, not on differences in prices, but on the fact that unorganized

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southern workers eat turnip greens, corn pone, and salt pork, and have a corresponding standard of housing, clothing, recreation, education and medical care.

The real differences come with size, rather than location of the city. But there is no uniformity in individual prices even among cities of similar size. Rents are highest in Washington, D. C. and food is highest in Albuquerque, Bridgeport and New York City; while Butte, San Francisco, Spokane, Portland, Ore., and Minneapolis top the list in clothing prices. Differences that loom large in particular categories tend to cancel each other, with the result that the most extreme range in the totals is only slightly over 20 percent. In more than half the cities, the cost of the maintenance level was between $1200 and $1300 a year.

Yet, low as is the standard set in these budgets, something over one third of our population does not have an income sufficient to attain even this minimum standard of living.

Certain employers and business organizations will utilize this report for their own ends. The maintenance budget may be used to justify wages at the prevailing level, in spite of its obvious inadequacy. Regional differences in prices of certain articles will be cited to justify wage differentials in the South, although the total amount of the budget varied little from North to South. Special interests will also find some of the detailed figures useful. In Seattle, rents are very low because of the comparatively scattered residential areas. Yet apartment house owners (which means mortgage companies in a great majority of cases) have already seized upon the higher rent prices of other cities as a justification for wholesale increases in their rates.

The WPA report will be most useful, however, to those who realize that our "American" living standard is very un-American indeed. Here is abundant ammunition for those who are working for minimum wages, public housing, and other legislation to benefit the minority—or majority—of our population which cannot, today, maintain even a "minimum" standard of living.

A Relief Agency Plays the Market

By BENJAMIN GLASSBERG

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BEFORE the rising tide of prosperity washes out the memory of all the unconventional procedures developed under the stress of emergency relief, I make haste to recount a unique activity of the Milwaukee County Department of Outdoor Relief. This department played the stock market for the benefit of its clients, and what is more, came out on the winning side.

On April 27, 1933 one John Figgis, having exhausted the little money he had in the bank, applied for relief. He was a chemist with a good record in a laboratory where he had worked for many years. When the firm went out of business he was laid off. At the end of seven months of unemployment he had used practically all his savings, had sold his 1930 Ford and had borrowed on his insurance. When he came to the relief department asking for food, he had not a thing left that he could turn into money with the exception of twenty shares of common stock of the Blank Manufacturing Company, a major agricultural implement firm. Under the law in most states, no one is entitled to relief who has any means whatsoever. As a rule he is required before receiving relief to take the so-called pauper's oath; that is, to swear that he has no means and that he has used up his very last dollar.

On the day John Figgis applied for relief his stock in the implement company had a value of $12.25 a share. He was, therefore, possessed of a considerable asset since his twenty shares could have been sold for $245. He had paid $800 for them only a few years before. Strictly speaking these shares made him ineligible for relief, but because it seemed unreasonable to insist on his selling the only asset he had at a time when the market was so low, a bargain was struck with him. He agreed to assign his shares to the relief department with the understanding that when the price of them went up they would be sold and the department repaid for the relief expenditure it had made for him. Of course, if the price went down the department would be the loser. John Figgis himself was staking nothing on the deal, for if forced to sell he quickly would consume the resulting cash. However if the price went up both he and the department stood to gain.

From April 1933 until a year ago John Figgis received relief more or less continuously. He then got a WPA job. His stock in the meantime advanced to $77 a share and its total value now is $1540, or approximately $1300 more than on the day when he assigned it. By selling it he now is able to give up his WPA job, repay the $600 worth of relief which he has received and have left a balance of $940 to tide himself over while looking for a regular job.

AND there was George Husik who applied for relief on February 19, 1934. Mr. Husik, close to fifty, with a family of seven children, had been a laborer with a large construction company. When building operations decreased, he was laid off and after a period on CWA was forced to apply for relief. His only income was $10 a month from a lodger in his home. He had no savings, but he did have ten shares of paid-up stock in a building and loan association, for which he had paid $1000 though the market value at the time he applied was only $350. Strictly speaking, he was not eligible for relief, since the $350 which he could have realized by selling his shares would have enabled him to maintain his family for a few months. Mr. Husik, however, was much opposed to disposing of his stock at such a low price, and the relief department did not insist on it, providing that he would agree to assign the shares. The Husik family received complete relief, with the exception of rent—they owned their home—until February 1935, when one of the daughters secured a job. Her wages, added to the monthly $10 from the lodger, enabled the family to take care of its own needs and to go off the relief rolls. Not until August 1936, was Mr. Husik willing to sell his building and loan stock, a transaction in which he received $745. After repaying the department the sum of $275 for the aid which he had received while on relief, he had $466 remaining. Had he been required to sell his shares in February 1934, he would have been able to pro-

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vide for his own needs, but would not have now that comfortable little nest egg.

One more story of how a family with frozen assets was helped, to its eventual advantage as well as to that of the taxpayer. August Schmidt is a man of middle age, father of two children. A salesman for many years he had done fairly well during the boom days, owned his own home and enjoyed some income from it. Early in the depression he lost his job and finally his home. On March 31, 1932 he was obliged to apply for relief. The family still had one asset, a half interest in a rather valuable piece of real estate, left to Mrs. Schmidt at the death of her mother. On account of the sharp shrinkage in real estate values, this property, had its sale been forced, would have yielded only a few hundred dollars. To avoid this sacrifice of a tangible asset the department agreed to extend relief if Mrs. Schmidt would execute a lien in favor of the county, as security for the funds expended. In August 1936, Mr. Schmidt found a purchaser for the property at a price far in excess of that offered in 1932 and Mrs. Schmidt received $2000 as her share of the estate. She repaid $550 to the county and, with nearly $1500 available for the family, went off relief. Had this property been sold in 1932 the family might have got by until Mr. Schmidt found a job, but certainly it would not now have anything to show for its one asset.

THESE cases are not isolated. It was a multiplication of them that led relief officials in Milwaukee County in a manner of speaking to play the stock market. Although we were helpless to provide that which people needed most, jobs, it seemed wrong to insist on their sacrificing building and loan shares, real estate, stocks in reputable corporations, and "gilt edged" bonds, then being hysterically dumped on a falling market. In each case these assets represented many years of slow and careful saving by people who were not professional stock market gamblers, buying today and selling tomorrow for a quick profit. The securities in most instances had been in the possession of these families for years. Now they had shrunk to nothing or to a pitiable fraction of their former value. Yet armed with the might of the law, we could insist that they be sold for whatever they would bring, thus keeping the families off the relief lists at least for awhile. It would be legal, but it seemed a short-sighted and demoralizing thing to do.

After long, case by case consideration the relief department decided that it would take a chance on a recovery in values. It believed, in spite of the thick gloom that pervaded all industrial activity in the fall of 1932, that an upturn was bound to come. We would take these assets off the hands of the applicant for relief and hold them as long as it seemed wise. When the stock or other asset had appreciated in value, the client would be free to sell, provided he repaid the county for the relief he had received. How this operated is illustrated by the experience already cited. Had John Figgis, for example, sold his implement shares for $245, he would have required $365 in addition in direct relief to carry him over. The relief agency would have been out by that amount. By not insisting on his selling, the relief agency instead has been reimbursed for all the relief granted and the client himself has left $940. Certainly not a bad bargain.

Many and varied were the obstacles and problems to be overcome before the securities division began functioning. There were legal ramifications to be clarified, forms to be prepared, an accounting system to be agreed upon by the corporation counsel and the manager of county institutions, proper audit controls established to the satisfaction of the county auditor, safety boxes to be rented for the safe keeping of the various valuable documents, and a group of employes, all of whom are bonded, to be specially trained to handle the many intricate financial details involved. By December 1932, the plan was launched. The routine was so carefully worked out and the safeguards so satisfactory that from the start it functioned smoothly. Before long its services were extended to include assignments of old age pensioners who are required by law to assign all their assets to the county, as well as those of patients receiving care at the county institutions, who were not eligible for free care.

IT should be understood that relief was not refused if clients were unwilling to assign assets of small market value. When assets were readily marketable and the amount involved in any sense substantial, judgment on granting or not granting relief had to be exercised wisely. In the great majority of cases, after the matter was explained to the applicant, he readily saw the justice of the department's position and agreed to an assignment. Under the law of the state, a homestead or insurance policies which had a cash or loan surrender value of $300 or less could not be assigned. These limitations, however, did not apply to assignments made by recipients of old age assistance also handled by the department.

After the assignment of an asset, frozen or otherwise, the department takes precautions to safeguard its value, keeping up premiums on insurance policies or the payment of taxes and interest on real estate, as would be done by the trust department of a bank. In no case is the asset liquidated without the consent of the relief client. When a marked appreciation has occurred and liquidation is warranted, the client is advised to take the proper steps and to clear his account. From December 1932, to July 1937 a little over $300,000 worth of assets of various sorts have been assigned to the department by some 1700 applicants. Close to 450 families have thus far liquidated their assets and have reimbursed the county in full for the relief they received, a matter of $53,000. In addition they had left an appreciable sum for their own use. Assignments during the same period by old age pensioners, totalled close to $800,000, most of it consisting of insurance policies.

Naturally during the last year, as a result of the improvement in the market for real estate, building and loan shares, and stocks and bonds generally, fewer and fewer clients who apply for relief have any assets that are still in the frozen state. There is, therefore, less need for this service from the relief department. Assets that are still in the hands of the department consist largely of building and loan stock, "gilt edged" realty bonds, and unlisted stocks and moneys tied up in closed banks. As these values increase the liquidating process will continue, so that eventually all marketable securities will be disposed of and many relief accounts closed, to the mutual advantage of the owners and the relief department.

The services of the securities division to the county court, which administers the old age assistance law, and to the county institutions, however, have continued to increase so rapidly that it has been decided to establish the division as a separate department, under the direction of the manager and board of trustees of county institutions.

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Charity Racketeering

By KATHRYN CLOSE

THE depth of "low life" has been personified for centuries by the thief who steals from the beggar. But the twentieth century has gone the past one better and through modern organization has integrated such infamy into a meaningful whole, the sinister, far reaching operations of a charity racket.

Since many well intentioned persons seem willing to give money to almost anything put before them as "a worthy charity," it no longer is necessary to rob the poor. By up-to-date organization it is possible to get the well-meant money at its source. The poor never have a chance to be robbed of it.

Large cities offer the lushest ground for the charity racketeer, New York probably the lushest of all because of a little clause tucked into its Code of Ordinances which exempts religious bodies from securing permits for the public solicitation of funds for charitable purposes. Designed to protect traditional practices of wholly estimable religious organizations the clause in effect has opened the door of opportunity to wolves in sheeps' clothing. Under it high pressure rackets developed with their takings adding up to really important money. It has taken a long and hard fought campaign to break them up and to land their leaders in jail. William Hodson, commissioner of public welfare, has announced that with the trial and conviction of thirteen leaders of three gangs charity racketeering in the city has ended. He did not add "for good."

What Mr. Hodson meant was that the three largest gangs practicing this lucrative business had been convicted and incarcerated, a definite accomplishment considering the wily cleverness of these, the most elusive of racketeers. Consider the difficulty of clamping down on a man whose eyes are lowered in piety while at that very moment his hired telephone salesmen, representing themselves to be judges, public officials, now and then even the mayor or the governor, are busily at work soliciting funds for the "split."

The latest type of charity racketeering is efficient, well organized, profitable and not too dangerous since it is minus gun play. The three gangs now broken up—The United Relief Association, the Gates of Mercy, and the Charity Church of Christ—were reputed to have taken over $8000 a week. The "charity" performed by any of them in a gesture of keeping within the law was negligible, only a necessary operating expense.

More important as an operating expense were the telephone salesmen, some of whom made on an average of $125 a week in commissions. These men considered themselves "professionals" and were employed first by one gang and then another. Each salesman had his notebook list of "taps" or "suckers," known to be easy marks for telephone solicitation. Alongside the names were illuminating comments: "This guy falls easily for the sick child gag," or "Nuts on crippled children or veterans."

During the past year more than 300 of these telephone professionals are said to have been operating in the city at one time. Their calls were made from "boiler rooms"—rented offices with many telephones. In these "boiler rooms" imagination ran rampant. A salesman represented himself as anyone who might impress the prospective contributor—only the President of the United States seems to have been unrepresented, but this may have been a mere oversight.

The "appeal" of these gifted gentlemen is for almost anything that might conceivably touch the emotions of the person at the other end of the wire, plus a certain seasonable element—in winter coal for a poor widow, in summer an outing for little crippled Willie. Always, however, the need is so urgent and immediate that it cannot wait a day, even an hour. "A messenger will call at once for your check. Thank you and God bless you."

The messenger hops out for the check, the telephone boys get their percentage and the master minds their split, and what the poor widow and little Willie get is nobody's business.

Although the thirteen recent convictions effectively broke up the Charity Church of Christ, the United Relief Association, and the Gates of Mercy only five of the men convicted were telephone salesmen. It is depressing to think of the hundreds of telephone salesmen who must be out of jobs. It is more depressing to think that they may not be jobless long. The ease with which the Religious Incorporation Law enables individuals to come together to form a religious corporation, and the city ordinance which exempts such a corporation from securing a permit for the solicitation of funds, constitute almost an invitation to the unprincipled. Call a tumble-down shack in the country a camp (the "camp" of the Gates of Mercy was closed by the Board of Health because of unsanitary conditions) or hand out some bread and soup once in a while and everything is within the law—that is, everything but the misrepresentation over the telephone.

TODAY'S charity racket is the illegitimate child of methods developed during and after the World War when super-salesmanship and sentiment were found to be a magic formula for opening the American pocket book. It grew out of the activities of unscrupulous promoters who undertook to raise money for anything at all, taking their pay in a percentage of the sums raised, a practice long repudiated by reputable social agencies. These promoters usually attached themselves to obscure organizations in need of funds and in the beginning were content with perhaps 20 percent of the money collected. But as the "profession" grew so too did the percentage. In 1931 the promoter of a drive for a little known "home" took 87 percent of the contributions. Eight percent was charged to overhead; the "home" got 5 percent.

Presently as the "profession" prospered sharps appeared who did not trouble to attach themselves to any existing agency; they simply made up a good name, preferably near enough like that of a reputable organization to mislead the thoughtless, and went to work. For example there was a woman who for a time netted herself a thousand dollars a month in the name of the wholly non-existent Jobless Actors Relief Association. When reputable actors' organizations "made trouble" for her she turned her attention to raising

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money for what she called "The Actors' Memorial Fund," to build a monument of sorts on Long Island. Expensive stationery carried an impressive array of names of well-known actors. At the top of the list was the large-lettered word CONTRIBUTORS. Scarcely anyone would notice below the tiny type spelling "to Helen Morgan's book." Helen Morgan's book is a collection of epigrams contributed by famous actors. Needless to say this enterprising lady ran into more "trouble" and the monument was never heard of again. But it was a good idea and highly remunerative while it lasted.

A FAVORITE soliciting racket was supported by spurious civil service groups. Selling tickets for a never-to-take-place firemen's ball by a never-had-been fireman was typical. One man posing as a veteran fireman collected $1100 on $1 subscriptions for a drawing on an oil painting. There was also an "annual ball for the benefit of ambulance drivers." No one ever heard of the ball or any ambulance driver of its benefits, but ticket sellers dressed in uniforms faintly suggestive of those worn by ambulance drivers canvassed office buildings for years before they could be stopped.

Not till 1921 was there an official attempt legally to curb fake soliciting in New York. After being harassed by complaints about the Timely Service Society which sent its "representatives" to subways, elevated stations and other public places to collect money for a purpose as vague as the organization's name, Bird S. Coler, the then commissioner of public welfare, took the lead in securing an ordinance requiring the issuance of an official permit by the Department of Public Welfare for the public solicitation of funds for charitable purposes. The ordinance became effective in December 1921. It provides for a maximum penalty of 90 days imprisonment or a fine of $500 or both. In the past the courts have usually imposed fines which the racketeers paid, charged off to overhead and then went about their business. One man was arrested five times in a year for operating without a permit. In 1925 Mr. Coler estimated that 50 percent of the public soliciting in the city was fake.

In 1928 the ordinance was amended to protect religious agencies from interference with their religious work. An innocent looking clause exempting religious corporations from applying for licenses was welcomed by the racketeers as a gift from Santa Claus. No more bothersome fines. A new field opened up. The racketeers turned to the garb of religion.

Thus, when William Hodson promised Mayor La Guardia in 1935 to rid the city of charity racketeers, he found himself faced with the task of breaking up several well-organized gangs which were operating under the cloak of religion and to all appearances within the law. In some cases the leaders even gave themselves religious titles. "Father" Michael DiIelsi of the Charity Church of Christ called himself on occasion no less than bishop. Others were "rabbis" and "reverends," although it is doubtful if any of them ever saw the door of a theological school. Operating with these pious gentlemen were the networks which were manned by squads of glib professional telephone salesmen.

Commissioner Hodson went about the task in the most modern method of gang-hunting—close interdepartmental cooperation. The petty offense of soliciting without a permit had disappeared, clearing the air so that the real offense —obtaining funds through misrepresentation—could be more clearly seen. It was this charge which the Department of Public Welfare, the Police Department and the District Attorney's office set out to prove, and which ultimately they did establish.

Mr. Hodson's only hopes for a racketeerless future are based on the heavy sentences which were imposed on the thirteen racketeers who were convicted. That the sentences had an effect is indicated by the action of the only two remaining suspect organizations. One, an East Side breadline, went out of business almost immediately; the other, which was also a downtown organization, began at once to "lie low."

Means of preventing the recurrence of charity rackets other than by scaring off the fakers have been suggested, but without enthusiasm. The opinion seems to prevail that such frauds are like weeds, bound to crop up again. Herman N. Levin, Chief of the Welfare Department Bureau of Licenses, feels that permits should be required for every type of solicitation except that made within the walls of the meeting place of the organization in question. Mr. Hodson believes that the best policy for preventing future racketeering is "eternal vigilance." Fortunately the Department of Public Welfare is itself a barometer of the activities of the racketeers. Although rackets thrive on public credulity any new one is bound to bring prompt inquiry to the department.

There is some reason for thinking that the high pressure charity racketeers with their force of telephone salesmen, scotched in New York, may turn their attention to other cities where loosely drawn ordinances offer opportunity for their operations.

IT should be remembered that the fight against rackets is not entirely up to welfare departments. The public itself has an obligation to protect its own purse—and to protect the social agencies of the community. A little wisdom would go a long way. It is hardly the part of wisdom for a man to lend his name as a sponsor or director of an organization about which he knows nothing, as have many prominent men in the past, to their eventual embarrassment. There was for example the senator from Massachusetts who responded willingly to a telegram requesting his sponsorship for a new statue to the Minute Men of Lexington. With the use of the senator's name several thousand dollars rolled in. But the statue remained "a project," for when the time came to commission a sculptor the money had all gone to "collection overhead."

Similarly Mr. and Mrs. John Q. Public might wisely lay down a rule or two for themselves: not to respond with money to telephone solicitations, especially when an offer has been made to have a messenger call for the contributions; not to be too much influenced by religious titles claimed by persons unknown to them—such titles are easy to assume; to take with a grain of salt any telephone call from a "judge" or from any public official asking for funds; and to check the authority for the use of prominent names on the letterhead or on any literature of an unknown soliciting organization. Reputable social agencies will not be injured by such precautions on the part of the contributing public. They welcome inquiries into their methods of raising funds as well as their activities. Only the charity racketeer puts on the heat in the face of inquiry. After all, it would be difficult for any charity racket to prosper without a gullible public.

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Aunt Minnie's New House

By ALICE E. MORELAND

SHE was sitting in the doorway of her home—an old Negro woman, bent and wrinkled by time and hardship, but withal a serene figure. As we approached, her face broke into a smile, and she invited us into her cheery, neat little four-room cottage. Aunt Minnie, as the neighborhood knows her, lives in Hopkins Place, one of the first of the 200 occupied alleys in Washington, D. C., to be reclaimed by the Alley Dwelling Authority. Aunt Minnie has lived practically all her life in this alley, formerly dark and insanitary, now bright and decent.

Paradoxically, these insanitary alleys, long the plague of Washington, are the product of the L'Enfant plan. Working from the broad general scheme of wide diagonal avenues superimposed on a gridiron plan of streets, Major L'Enfant gave first attention to the size and character of the squares which this scheme created, each of which required a rear access of some kind. Hence the interior alleys which no one in Major L'Enfant's day thought would ever be inhabited. But for more than a half century before the Civil War, the owner-occupants of the street lots built servant quarters and stables in the rear of their property, and when, after the war, more than 30,000 emancipated slaves flocked into Washington, numbers of cheap houses were constructed there to rent to these poverty stricken folk. As land values rose it was found profitable to erect brick buildings with minimum sanitary requirements. These alleys form tiny hidden slum communities in every section of Washington. Screened from public view as they are, police protection is extremely difficult.

The social dangers of a large alley population as well as the dangers due to the bad housing itself were recognized by Congress as early as 1870 when the insanitary old buildings were condemned and demolished. But the building of alley shacks continued, although Congress made sporadic, ineffective efforts to wipe out slum conditions.

Finally in 1934 came the so-called Alley Dwelling Act which promised a real clean-up of the nation's capital and provided real slum reclamation. Excerpts of the hearing before the Senate committee at the time this legislation was passed indicate the serious nature of these alley slums:

> The population of the District of Columbia for the calendar year 1930 was 485,869. Of this number 354,801 were white and 132,068 colored. The number of deaths from pulmonary tuberculosis alone during that year was 507, of which 212 were white and 295 colored, furnishing a deathrate of 104.1 for each 100,000 of population. The white deathrate was 59.7 and the colored 223.4 for each 100,000 of population.
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> The deathrate per 100,000 of population residing in dwellings on the streets in the District for the period named was 98.4 per 100,000 population, while the rate among dwellers in alley houses for the same period was 467 all colored.

The members of the Alley Dwelling Authority were appointed by President Roosevelt in October 1934 with John Ihlder as executive officer. Of the $3 million revolving fund provided in the law, $500,000 was available in November of that year. The Authority made its first purchase in May 1935. In December 1935, $200,000 additional was available and in March 1937, another $250,000. The federal Housing Act, as finally passed by Congress on August 21, authorizes the President to make available to the Alley Dwelling Authority such sums as he deems necessary for its purposes.

Hopkins Place (formerly London Court), the Authority's first housing project, was designed for families with income from nothing at all up to $100 a month. Some of the houses it was found could be reconditioned economically and consistently with a workable plan for development; twelve new ones were erected. All have four rooms; eighteen have bathrooms; some have complete kitchen equipment; others have only stoves, sinks with hot and cold water, and washtubs. All are equipped for electric lighting. All the houses face on a central grass plot, and all have small backyards for service and clothes lines. Sound construction and simplicity, with provision for additional equipment should it prove desirable, has been the aim.

Rentals are in line with incomes and range, in the new houses, from $6.25 to $7.19 per room per month, according to equipment. Reconditioned houses rent for $13.55 to $15.55 per month. The project has been financed on the basis of breaking even after paying 3 percent interest on the capital invested. Local taxes and insurance are included in the rent. Although the houses do not compare in equipment with the projects of the Housing Division of the Public Works Administration, yet the rooms are bright and sunny and of good size.

IN addition to the Hopkins Place project, the Authority has completed an apartment house for Negro families with incomes "in the range of a beginning grade school teacher." This is an economic group which suffers serious overcrowding in Washington. Rentals range from $25 a month for two rooms to $35 for four rooms. Contracts have also been let for two other low rent housing projects, one a twenty-four apartment building, the other a group of sixteen one family dwellings—a type which the Authority finds less expensive than the apartment house. Rentals will be fixed on a non-profit, non-deficit basis, to cover cost of amortization and 3 percent on invested capital.

Slum properties in ten squares have been acquired and cleaned, with negotiations in process for four or five more squares. Six squares have been redeveloped in accordance with the character of their neighborhoods; two squares have been sold; one to a university for an extension of its campus, another to a private owner who proposes to erect a hotel for Negroes. Sites considered inappropriate for housing are turned to various uses—a repair shop, storage garages and a parking lot.

This variety of new uses explains the insistence of the Authority that its program is "slum reclamation" not "slum clearance." It cannot reclaim these areas that have become liabilities merely by "clearing" them and leaving them vacant. That, it says, would not only mean a dead loss, but would invite new abuses and entail community expense for policing and cleaning. Nor can the Authority erect low rent housing on all the sites, many of which are not adapted to housing of any kind.

The problem of land acquisition always has been a prime difficulty in the way of private improvement of the

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alleys, since in any given square the property is divided among many owners. Here the Authority has the advantage over private enterprise, since through the power of eminent domain it may acquire by condemnation. Its right to exercise eminent domain in acquiring sites as part of its program to wipe out alley dwellings in Washington was upheld last spring by a decision of the U. S. District Court for the District of Columbia. Thus slum reclamation—a matter obviously distinct, however, from the provision of low rent housing—has legally been declared a public use.

Rehousing the alleys' tenants presents a particularly difficult problem, for the Authority's purchasing power is limited to the "old city" of Washington, the most expensive area of the District in which to operate. Alleys are chosen after careful study of housing conditions in the neighborhood. Families with an income usually find new living quarters without help. Local relief agencies have cooperated in finding new quarters for families that are dependent on public assistance. The Authority itself has facilities for helping people find new locations. That these moves, with few exceptions, have entailed higher rentals with the attendant necessity in many cases for increased income or assistance, is inevitable not so much because of the housing shortage as because a good house costs more than a poor one. The remedy lies in an adequate supply of low rent houses and, equally, in increased incomes. Continued clearance of the alley squares without meeting the problem of rehousing would of course merely create new slum conditions.

The Authority's main objective is to eliminate slums and to create permanently good conditions in place of bad ones, and it aims to do this without incurring a deficit. Since its first purchase in 1935 it has had a slight profit on its investment. Of the revolving fund of $3 million less than a third has been available to date. With these funds used as capital and maintenance, the real estate transactions are being worked out to provide sufficient funds to meet the original investment and enough profit for the necessary supervision and management.

Aunt Minnie is not the only serene tenant of the Alley Dwelling Authority. Everyone you talk to in these houses seems to feel the same way. A little girl told me that formerly she never wanted to come home after school, but now she can't get there fast enough. Perhaps the complete simplicity of these new alley dwellings is not up to the so-called American standard of tiled bathrooms and radios—but the people who live in them all echo the woman who, asked how she liked her new home, said, "It's heaven."

A Million Dollars for Birth Control

DEAR MR. MILLIONAIRE: You told the *Atlantic* that your city didn't have any outstanding need; but you're wrong. I'm only a mountain girl of twenty-three and I've never been to your city and I've never had a million dollars; but I know you're wrong. I knew it when I was thirteen.

Our family of nine, father, mother and seven children, was living in a two-room log house on the Rockcastle River in Kentucky. I had just won a scholarship at Anneville Institute, but my mother could not let me go.

"There's another baby coming," she said. "My back aches all day long, and with all the cooking and washing and ironing and sewing I've just got to have your help."

"But why," I protested bitterly, "when it's already so hard to get food and clothes enough to go around do you go and have another baby? Don't you think we have a big enough family now?"

I can still see the weary expression on my mother's face as she answered, "Yes, I've already had more than I wanted, though at first I was happy when they came. But what can I do—men being what they are. The doctor told me not to have any more, but he didn't say what I could do not to."

"I'll never get married," I told her, "or if I do, I'm surely going to find out how to keep babies from coming so fast."

During the day, while I was hoeing corn on the hillside, the thought of "babies and backaches" was continually on my mind. I resolved that some day, I'd find out what could be done.

Three years later my mother, who was only thirty-eight, though she looked years older, gave birth to her eleventh child—and died. When you find yourself at sixteen the foster mother of ten, the world seems nothing but trying to find food to fill all the children's stomachs and clothes to cover their bodies. But I never gave up the resolve I first made while hoeing the hillside, that I was going to find out how to keep mothers from dying like mine.

Finally a friend made it possible for me to go to a New York hospital for a nurse's training with an extra year in the obstetrical wards. I had planned to become a registered midwife and come back to the mountains. I learned in New York, though, that mothers really could be taught how to space their families. I knew that would help them more than all the care of the best midwives in the world.

So now my dream has come true. Through the Kentucky Maternal Health League I am now allowed to visit the homes of our mountain mothers and, at the direction of Kentucky doctors, to give them contraceptive information. I wish you could see the expression on these mothers' faces when I tell them they don't have to have a baby every year. Some day we expect these homes will no longer be filled with dirt, unhappiness and puny, unwanted babies.

I'm sure it is the same in your city—too many mothers weakening themselves and their children by having too many babies. It's not that mothers don't want children. It's only that it's bad when they come too fast and mothers are too weak or haven't enough room or food for them.

So, Mr. Millionaire, I ask you to dedicate to your city a living monument. Give to every mother and to every father the right to have children when they want them. Give every child the right to be a wanted child. Train your doctors. Hire nurses to explain it to the mothers. It's all so new it takes some explaining, I've found out. And do for your 100,000 what I'm trying to do for Kentucky's mountain mothers. That million dollars would mean a lot to them.—LENA GILLIAM, R.N.

In its May issue *The Survey* published the letter submitted by William H. Matthews of New York in the $1000 prize contest sponsored by the *Atlantic Monthly* for a plan by which a retired business man might usefully return a million dollars to the community in which he acquired it. Herewith it publishes another letter, which, like Mr. Matthews' offering, did not win the prize.

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The Common Welfare

"First Steps"

LITTLE more than a few halting "first steps" actually have been taken thus far by careful Congressmen on the long, long road to a real survey and measure of unemployment. The many bills relating to such a survey, which were introduced in both Houses during the recent session, seem to indicate that Congress desires more fact and less "blank check writing for relief." But only a somewhat noncommittal measure providing for an unemployment census actually was passed. This specifies chiefly that a census of "partial and total unemployment and occupations" be completed by April 1, 1938.

The method of census is not set, but present indications point to a voluntary registration, which would seem to add little to facts now in possession of the U.S. Employment Service. Another possibility is a house-to-house canvass. Under the bill as passed, no one could be required to answer the census questions. Plans for the census will be formulated by a committee made up of the Secretaries of Commerce and Labor, the Works Progress Administrator, the chairmen of the Social Security Board and Central Statistical Board, and the Director of the Census.

As Congress adjourned the all too safe repository for many promising bills which might have produced unemployment studies was the House Labor Committee. Buried there were the Maverick Bill (H.R. 8180) and the Murray-Hatch Resolution (S.J. Res. 68) which had received much social work backing.

The Housing Law

IT seems almost miraculous that housing has actually reached the federal statute books. However, the Wagner-Steagall Housing Bill has not emerged as the Housing Act of 1937 without a scar. The act as passed provides for the issue over three years of guaranteed bonds by the U.S. Housing Authority, created by the Act, to a total of $500 million, as against $1 billion in the original bill, the proceeds to be loaned to state and local government housing agencies for the provision of low rent housing. The loans may cover 90 percent of the cost of a project and extend over a maximum period of sixty years. In addition, the authority is given an appropriation of $26 million (as against $51 million in the original measure) for operating expenses and to pay subsidies, in the form of annual or outright grants to local agencies. In either case the local government must contribute its share, in cash, tax remissions or exemptions, land, community facilities or services.

No state may receive more than 10 percent of the entire funds. Slum units must be demolished in the same number as new units built, though demolition may be postponed in case of a housing shortage. Tenants of public houses, when admitted, must not have family incomes of more than five times the rent, including utilities, or six times where there are three or more children. Finally, no unit may cost, exclusive of land and non-dwelling facilities, over $4000, or $1000 a room, in cities of less than 500,000; or $5000 a unit and $1250 a room in cities of over 500,000. Urban figures show that $1250 a room may handicap activity where the need is greatest, if building costs continue to mount.

With all the whittling and the crippling amendments, the new law establishes housing as a public function, but leaves it to the states and local communities to carry on under the Housing Act.

Migrant Workers

LITTLE not already made abundantly clear by the former Federal Transient Program for relief to migrants and by recent FERA and WPA studies is brought out in the preliminary report on migration of workers, submitted by the Secretary of Labor in response to Senate Resolution 298. That makes it no less grim. The summary of tentative findings paints the outlines of a familiar picture—workers who now migrate across state lines are predominantly native white Americans, the majority of them in family groups, most of them driven to the road by drought, by the disintegration of farm tenancy in the South, by the necessity of trying to "eke out a living by piecing together short and scattered seasons of employment in agriculture and industry." Only rarely does a migrant have the assurance of a definite job when he "moves on"; he averages perhaps six months work a year, with a family income of about $400. The migrant is largely overlooked in recent security laws.

This new report then is another dispassionate, clear, factual statement of the problem of migrant labor. It is one more reminder that studies, necessary as they are, solve no problems, and that only through national measures can these migrant Americans hope to achieve a degree of security for themselves and their children.

End of Round One

FIFTY-TWO marched up Capitol Hill and fifty-two marched down again. The Social Security Board won the skirmish, but whose was the victory no one could say. The board got Senate confirmation for its fifty-two experts and attorneys rating $5000 or more a year and so preserved its going organization; the Senate demonstrated its right to "cooperate" in all Security Board appointments in the upper and juicier brackets. End of round one.

The bout originated, it will be recalled, in a rider attached to the Independent Offices Appropriation Bill which required presidential appointment and Senate confirmation for all Security Board staff receiving $5000 or more per year. [See *The Survey*, July 1937, page 224.] Promptly after he signed the bill the President sent to the Senate the list of fifty-two of the board's staff affected by the measure, a list headed by Frank Bane, the executive director. For more than a month the nominations hung fire while the Senators "carefully investigated" the qualifications of the fifty-two, who meantime were getting no salaries.

When the list finally came onto the floor of the Senate, no objection was raised on the technical qualification of any one of the fifty-two, but there was a good deal of slightly naive surprise expressed by certain Senators on discovering that persons from their own states, "eminently qualified

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from the standpoint of ability and character," were politically and personally unknown to them.

The Social Security Board saved its non-patronage personnel and clearly won the first round. But make no mistake, it has lost its policy. For the rest of the federal fiscal year any new appointments of experts and attorneys above the $5000 level must run the gauntlet of the Senate. The implications are plain even to a political tyro. Thus while the case of the fifty-two is settled the issue remains and is bound to re-emerge—the necessity for safeguarding the administration of the new social services from the patronage machine and political manipulation.

This is a state issue quite as much, perhaps more, than a federal one and on it hangs in large measure the success or the breakdown of the security program from which the country hopes so much. For in the long run the effectiveness of this program depends on the capability, regardless of political coloration, of those who do the hard, long, day-to-day job. Without the protection of a merit system that means something, the whole social security scheme may be discredited by its administration. Technical and professional services such as these cannot be administered by the patronage rule of thumb.

Forerunner

FOR its earliest forebears, the community chest movement looks not to the mature East but to the young Denver, Colo. of fifty years ago—then just a village swollen with the "gold rush." Disappointed prospectors and sanguine seekers for health in the "mile high city" already had presented Denver with major unemployment and sickness problems. But Denver had attracted also men of courage and leadership, among them four young clergymen—a Catholic priest, a Jewish rabbi and two Protestant ministers. In October 1887, they led in the formation of the Associated Charities of Denver, a crude organization then compared with the modern chest and council movement, but embodying certain basic principles of the idea of federation and joint financing.

The history of Denver's Associated Charities (now the Denver Community Chest) includes successes, discouragements, and a near mortality during the panic of '93. But by its tenacity and final emergence as a well-organized and successful chest, it has demonstrated that joint financing is fundamentally sound and that the worst adversities scarcely can kill it. The modern community chest movement, celebrating its twenty-fifth birthday next spring, may well make a bow to the honorable record of this predecessor.

A Sorry "Battle"

LONG suffering New Yorkers presently will be subjected to another "battle of the experts" murder trial such as fill the thoughtful with despair. A young sculptor, with a history of mental disease, will go on trial for a confessed triple murder. His attorney has announced that he is "crazy as a bedbug." The prosecuting attorney's office is scouring his record for evidences of sanity. Psychiatric experts will be retained by both sides to testify to the extent of the accused man's accountability at the time the crime was committed. The result inevitably will be an orgy of sensationalism and a fresh revelation of the lack of scientific or even common sense approach in the criminal courts to the definition of insanity. As it stands the odds favor the side which can engage the most "experts."

New York, along with many other states, lacks a clearcut legal basis for dealing with cases where the principles of law and psychiatry meet. That such a basis is possible is indicated by the experience of Massachusetts where a statute, known as the Briggs Law, provides that:

> Whenever a person is indicted by a Grand Jury for a capital offense . . . the Clerk of the Court in which the indictment is returned shall give notice to the [state] Department of Mental Diseases, and the department shall cause such person to be examined, with a view to determine his mental condition and the existence of any mental disease or defect which would affect his criminal responsibility.
>
> If the competent state authority finds the defendant irresponsible by reason of mental disease or defect he is committed to an appropriate institution; if found responsible he must stand trial.

In Massachusetts the determination of criminal responsibility is an orderly and decent process. There is no public "battle of the experts" to feed the sensation mongers.

Score for Progress

WATCHING the Goodrich Plan for public assistance and relief in Pennsylvania as it gets under way [see *The Survey,* January 1937, page 10 and July 1937, page 228] a qualified observer writes from the University of Pittsburgh: "The abolition of the present public relief and assistance boards . . . scored a decided bull's eye . . . despite intensive work by poor board officials who saw their jobs and political influence disappearing. . . . It is estimated that the relief consolidation will cut the cost of its administration alone at least $2,800,000 a year. . . . A step in the right direction under the act was the appointment of former relief board director Karl de Schweinitz as head of the new department. . . ."

And So On

GOVERNOR R. C. Stanford of Arizona announces that he will not run for reelection. According to an Associated Press report, his decision is taken chiefly because the hungry mob of patronage seekers not only make it impossible for him "to carry on the work he is pledged to do," but even "virtually deprive him of all normal home life." • • Understatement—or something—by WPA in administrative order No. 127: "Project workers should not be required to work under conditions likely to result in death or serious illness due to sun or heat exposure." • • The bill creating a federal department of welfare shares the fate of the measures for reorganization of the agencies of government. Carrying similar provisions for a welfare department [see *The Survey,* July 1937, page 258] both the House and Senate bills were brought back in a last minute revival of interest. The House bill passed, but the Senate measure was caught "pending" when the congressional show broke up in the August heat. • • New York City has a local law providing a consecutive eight-hour working day for nurses and attendants in city hospitals. Internes, not being considered employes of the hospital, are not affected. • • During 1936 nine persons, all Negroes, were lynched in the United States, according to annual figures from the Tuskegee Normal and Industrial Institute. Georgia was the scene of five, or over half of them. But taking the country as a whole the Tuskegee statistics register a decided gain over 1935, when there were twenty lynchings.

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The Social Front

W PA-Relief-W PA

ABOUT 1,500,000 workers have left the rolls of the Works Progress Administration within the last eighteen months, according to reports from Harry L. Hopkins, administrator. As tabulated for the week ending July 17, the remaining workers totalled 1,656,533, compared with a previous high of 3,100,000.

The New York Times quotes Mr. Hopkins' statement that of those who have left the WPA rolls, the great majority have left voluntarily, resigning to take jobs in private industry. Nothing in his records from any part of the country, Mr. Hopkins asserted, upholds reports that reductions in WPA employment have meant a corresponding increase in direct relief rolls.

Recent state and city reports seem to indicate another story.

The regular press information bulletins of the Pennsylvania state department of public assistance, reporting for the week ending August 14, found an overall net increase in the state of approximately 10,000 relief cases since the beginning of July. During that period the net increase accounted for directly by Works Program cuts (relief applications from released project workers who have failed to find jobs) was 10,737 cases. The net increase of 2847 cases attributable to slackened private employment was more than counterbalanced by the decrease due to all other factors.

From the Cleveland Community Fund's service bulletin comes the information that in June, following WPA layoffs, clearings at the Social Service Clearing House increased 30 percent. About one third of these cases had not previously been recorded by local welfare services.

The New York City ERB in July and the first two weeks of August received applications for home relief from 23,684 relief workers dropped recently by the WPA. Meantime local WPA administrator, Brehon Somervell, requisitioned 5000 workers from ERB to maintain his quota which was cut down faster than he had anticipated by the discovery on the rolls of an estimated 18,000 aliens now subject to dismissal under the Congressional Appropriations Act. Mr. Somervell specified that the newly requisitioned 5000 be drawn "almost exclusively from those without previous experience on WPA." This policy is in line with his previously announced determination to increase turnover and limit duration of employment on WPA in order to eliminate unemployables and job dodgers and give impetus to "real" job hunting.

The U. S. Conference of Mayors has announced completion of a survey of twenty-five large cities, to "get the facts regarding what has happened to persons who have been discharged during recent months from WPA."

"The data collected revealed that a large number, in some cases nearly 75 percent, have applied for direct relief from the local relief agencies," say the mayors' findings. "This means that discharged WPA workers are not finding it possible, in the main, to receive private employment—at a time when the prospects for employment should be the greatest." Cleveland and Columbus, Ohio report that 75 percent of their discharged WPA workers require relief assistance; Toledo, 62 percent. Mayor La Guardia of New York commented, "It is apparent that the volume of employment in private industry is not sufficient to take care of many of those recently discharged by WPA."

Workers Alliance groups from all over the country arrived in Washington just before Congress adjourned, asking reinstatement of all dismissed WPA workers who have been unable to find work. A statement issued to them by President Roosevelt pointed to the impossibility of fulfilling this request within the stipulations of the 1937 Relief Act which requires that its funds be allocated over a twelve-month period. However, the marchers were somewhat reassured by the President's statement that further reductions in WPA were not considered necessary and that future dismissals would be made only "for cause." Marchers disbanded to fight at home for their goal; specifically to support the Schwellenbach-Allen Bill in case of a special session of Congress.

Rent Headaches—The rent schedules of the New York City ERB are generally inadequate and wholly so in certain sections of the city and for many large families, says the ERB in appealing to the board of estimate for a contingent fund to lessen the rigidity of the rules. In Harlem the ERB pays rents higher than in any other part of the city for accommodations definitely inferior. More than half of the 20,137 Harlem cases must pay $8 or more per room per month and only half of them have baths, heat and hot water. The Bronx has "the best housed relief population in the city," says the ERB, with three fourths of the families having baths, central heat and hot water. Rents are lowest in Brooklyn but even there close to half the families must pay $8 or more per room. When families are large and rents high the gap between the ERB allowance and the landlord's bill is filled in ways that create new problems—debts, malnutrition and so on. The ERB estimates that not more than ten thousand families will require rent supplementation from the proposed contingent fund.

In Time of Strike—When Wallace Crossley, Missouri State Relief administrator, ruled that relief would be given to the families of strikers who were in need, four members of the St. Louis Relief Committee resigned in protest. . . . The mayor of Lowell, Mass., has announced that the city will not at any time provide relief for strikers since "organizers of the CIO promised that the city would not be called upon to tide any worker over a strike period." . . . In Detroit the United Automobile Workers appointed a representative who maintains contact between the Department of Public Welfare and the various locals of the union. Union members needing relief apply to the union which, through its welfare committee, investigates the case and reports with recommendations, to the agency. These reports are not accepted as conclusive by the agency, which makes its own home investigation, but are of great help in expediting decisions.

Reluctant Hostess—Representatives of the Los Angeles County, Calif., Department of Charities were in Washington recently with a pack of troubles destined for the doorstep of Harry L. Hopkins, WPA administrator. The drought and the Ohio Valley floods of last winter have loosed on southern California, it is said, a stream of indigents that exceeds that of the low depression years and that is plainly more than the community can handle. During the twelve months ending April 30 last, some 2,046,614 persons entered California by automobile; three fourths of them headed for the sunny southern counties. Most of these latter had migrated from the drought states and fully three fourths of them were in immediate need of work, usually manual labor. This load, the Los Angeles officials submit, is simply too much. One out of every five persons in the county is now on relief in one form or another, thus creating a situation intolerable for the taxpayer, and for the normally employed and employable of the community. In the late twenties the county's basic tax rate was 80 cents on each $100 of assessed valuation. Last year, in spite of federal aid in the form of WPA, it was $1.27. This year, it threatens to rise to $1.68.

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The San Joaquin Valley estimates its dust bowl refugees at close to 70,000. These people it is said have set up squatter towns of tents and shacks with deplorable sanitary conditions. At present they are following the crops, but with the advent of winter they will, it is feared, constitute a relief problem of major proportions.

The Resettlement Administration has set up two tent cities which accommodate fewer than 200 families each, and has four more under construction for the accommodation of families of itinerant laborers. But this, it seems, is the merest drop in the bucket in solving the whole problem.

Record and Report—The Needed Link Between Unemployment Insurance and Relief, by William Haber, has been reprinted from *Social Security,* 1937. Published by the American Association for Social Security, 22 East 17 Street, New York . . . Proceedings of the Midwest Conference on Transiency and Settlement Laws, 1937, are now available from the Committee on Care of Transient and Homeless, 1270 Sixth Avenue, New York. . . . The Roswell Park Publication Foundation of the University of Buffalo has published a monograph, Men on Relief in Lackawanna, by Donald A. Clarke. The study, made in 1934, concerns unattached, unemployed men, mostly steel workers. From the university, 3371 Main Street, Buffalo, N. Y.

A comprehensive study of Nine Years of Relief in Greater Cleveland (1928-37), charted and tabulated, has been prepared by Howard Whipple Green and issued by the Cleveland Health Council. Price $1 from the council, 1900 Euclid Avenue, Cleveland.

Public Assistance

PUBLIC assistance news of recent weeks has centered in Colorado and Illinois. In Colorado a fight has raged for months because of the old age assistance amendment adopted by the state, calling for minimum old age assistance payments of $45 a month, beginning at the age of sixty. Illinois is the first state to suffer suspension of federal social security funds. At this writing, August 30, reexamination of the Illinois situation is scheduled, following conference between the board and state administrators.

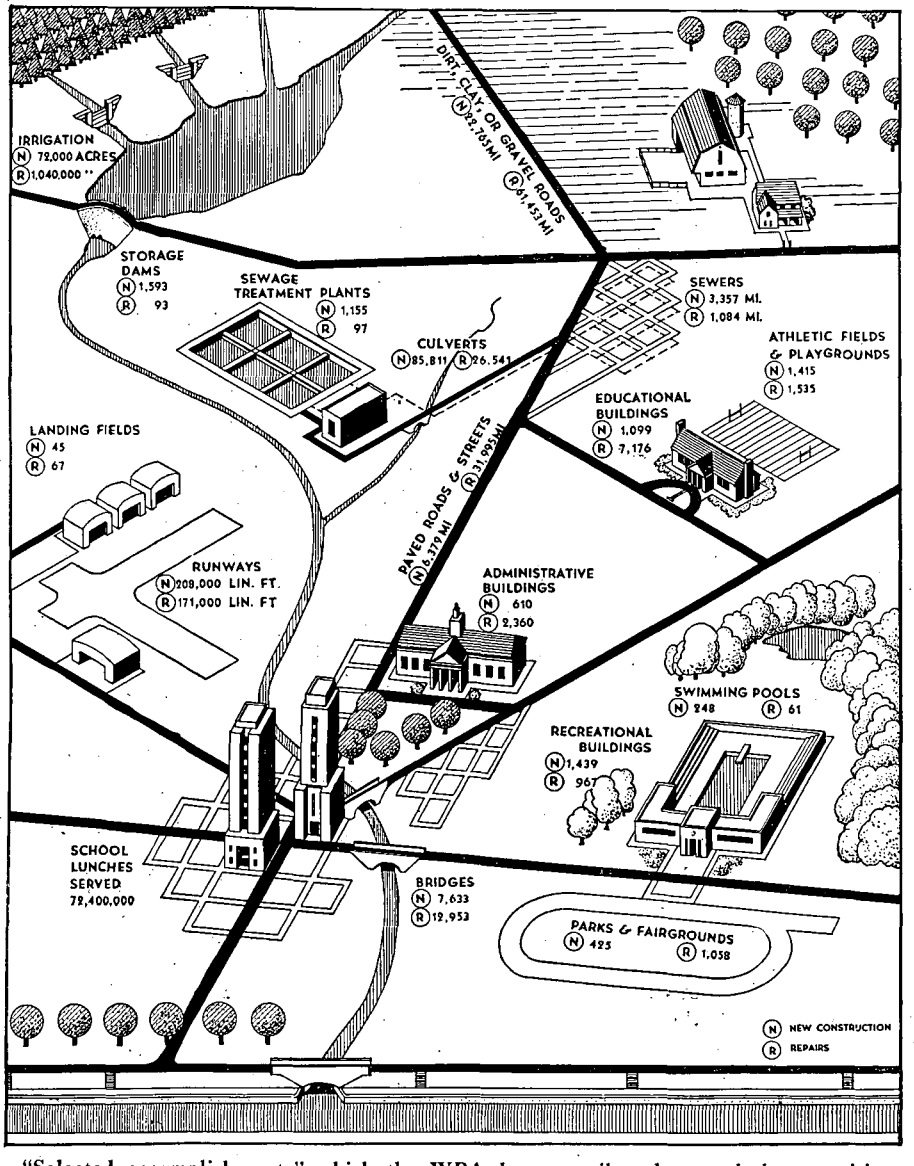
Illinois Troubles—In announcing on July 30 its first suspension of funds, the board stated that grants would be resumed if and when the administration of the old age assistance plan substantially complies with the requirements of state and federal laws. This action, it was explained, was taken after an extensive investigation of the administration of assistance to the aged in Illinois, including a hearing of state and federal officials before the Social Security Board on July 16.

Since July 1, 1936, when the Illinois plan for old age assistance became effective, more than $9,500,000 has been granted to Illinois by the Social Security Board to match a similar amount appropriated by the state for the care of some 115,000 needy aged persons.

Shortly after the decision to withhold further grants, the board had a two-day conference with the officials of the Illinois State Department of Public Welfare. The board pointed out that the fact that the Illinois plan was not in conformity with the federal law had been repeatedly brought to the attention of the Illinois officials, and that effective steps had not been taken to bring the plan into conformity. At this conference, Illinois officials reported what was then being done to correct the conditions which had led to the board's decision.

Frank Bane, executive director of the board, issued a statement in which he said that under the social security act the board can resume payments to Illinois only when it is satisfied that the plan is in substantial conformity with the law and definite progress has been made in the establishment of procedure which will insure: proper accounting for expenditure of funds and number of persons assisted; reasonably prompt decisions on applications of individuals for assistance; a fair hearing before the state body for applicants whose requests for aid have been denied; and methods of administration and supervision which will give assurance for efficient operation of the plan.

The board indicated that it is most anxious not to cause hardship among the aged in Illinois who are in no way responsible for the conditions but who will suffer indefinitely if present conditions in the administration of the program in



"Selected accomplishments" which the WPA has contributed toward the amenities of life in the United States are emphasized pictorially in a recently released progress report from the Works Progress Administration. Figures on the chart are as of September 15, 1936. N indicates new projects; R, repaired or reconditioned.

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that state are not improved. The board, therefore, has offered to help state officials reorganize the administration at the earliest date so as to meet the requirements of the law and to insure equitable treatment and regular assistance to the state's needy aged.

Some press comment on the Illinois situation has charged political backgrounds to present difficulties and called this an abuse of the board's power. Other newswriters have recalled the strong prejudices of the last Illinois legislature against professional social workers during relief appropriation battles and the failure of the state to follow up the study, made by the governor's commission, for reorganization of the State Welfare Department, recommendations of which might have avoided the present tangle. State Welfare Director A. L. Bowen and his new administrative assistant, John C. Weigel [see page 298] are conferring with the board over necessary reorganization of public assistance to meet federal objections. It is believed that a recently passed state law will expedite necessary changes.

Colorado All Set—The revised Colorado plan for old age assistance, the approval of which was announced by the board on August 4, became effective on proclamation by the governor on September 1.

Delay in the approval of the plan was caused by ambiguities in the state law and questions as to its operation and effect in view of the constitutional amendment. The board's action followed the receipt of interpretation and assurances by the governor and the attorney general of Colorado.

The social security act provides for matching of the state's contribution to the needy individual sixty-five years of age or over, up to a combined total of $30 a month. The attorney general advised the board that although Colorado's constitutional amendment authorizes the payment of $45 a month, the state agency can legally pay less if the state funds prove insufficient. He also stated that it would be legal for the state to keep federal funds in an account separate from state funds so that federal funds will be used only as specified by the federal act—that is, for payments up to a federal-state total of $30 a month to persons over sixty-five years of age who are in need.

In Other States—The Board also has announced its approval of plans for public assistance submitted by Kansas, Minnesota and South Carolina, and of revised plans for Florida, South Dakota, Delaware, Ohio and Utah. Amendments to the three public assistance plans of California also were approved. Grants to states with approved plans brought the total amount of grants from February 1, 1936, to August 6, to $203,420,426.67. On the basis of reports received for the past months, it is estimated that more than 1,930,000 individuals will receive cash payments during August under a total of 123 approved plans.

The Insurances

A SUMMARY of the first two years of the social security program, released by the board on August 14, the second anniversary of the signing of the social security act, showed that the old age benefits plan is now in full swing, with 32,861,069 applications for accounts. All states and territories and the District of Columbia have enacted unemployment compensation laws, and the latest estimates indicate that about 21 million workers are employed in jobs covered by these fifty-one laws. The unemployment trust fund in the U.S. Treasury on August 1 amounted to $334,114,436.85, representing deposits plus the accrued interest of 37 states and the District of Columbia. Wisconsin, the only state which has had a law long enough to pay benefits, has withdrawn $1,200,000 from the fund for weekly payments to qualified unemployed workers.

Age Data—A comparison of social security account number applications, based on 11,415,355 cases, with 1930 census statistics of "gainful workers" showed that twenty to twenty-four was the age group having the largest number of workers in 1930, while the largest percentage of applicants for account numbers were in the twenty-five to twenty-nine group. Persons under thirty-five represented 54 percent of the social security applicants, as compared with 50 percent of the gainful workers in the census. Of the social security group, almost 14 percent were over fifty, as contrasted with 17 percent in the census. This initial study of applicants also shows a proportionately higher percentage of women than do the census figures.

Change in the Law—Possibility that the next session of Congress may be asked to overhaul financing provisions of the social security program is being considered by fiscal officials, according to the Associated Press. The major change would be drawn to avoid the accumulation of huge reserves. One such proposed change would limit the amount of the federal old age reserve account to a few billion dollars, with benefits payable from current payroll tax receipts. It is not suggested that a change will be made in the reserve plan for unemployment compensation funds. . . . Among recent amendments to the Michigan unemployment compensation law are: elimination of the $6000 deduction on total annual payrolls, and change of coverage from employers of one or more to employers of eight or more; advancing the date when payments begin from January 1, 1939 to July 1, 1938; providing three new types of exempted employments—service performed by insurance salesmen on commission, part time service where the worker's occupation during the school year is attending school (applying mainly to newsboys) and employes whose service is mainly performed in foreign countries; insertion of "teeth" for collection of delinquent contributions; appointment of an appeal board.

For Railroad Workers—Between 63,000 and 64,000 persons are now on the rolls of the Railroad Retirement Board. As a result of reorganization plans now under way, the board expects soon to be able to approve 500 claims a day. To facilitate checking of service records, the board has set up four branch offices. . . . Heads of twenty railroad brotherhoods, representing more than a million railway workers are working out for presentation at the next session of Congress an unemployment compensation plan exclusively for railroad employes. The plan would create a pool from which unemployed railroaders would be paid not more than $320 a year. Payments would amount to half the recipient's salary, up to a maximum of $80 a month, with a minimum of $7.50 a week. The carriers would pay all the cost with a 3 percent payroll tax. The system would be merged with the railroad retirement plan and administered by the Railroad Retirement Board.

Institutes—Better understanding of the provisions of the social security act and their administration seems to have been secured through Social Security Institutes recently held in Region V (Michigan, Ohio, Kentucky). About twenty-five of these educational programs were given with an attendance of more than 10,000 persons. The institutes were under the direction of the board's informational service for the region, which obtained the cooperation of public officials, civic and labor leaders. It is planned to hold further institutes in Region V during the fall.

Administration—The Arizona Unemployment Compensation Commission notified labor unions and other organizations throughout the state of competitive examinations for employment openings under the commission. . . . The Texas unemployment compensation act provides that wilful refusal to make contributions to the unemployment trust fund or to make reports to the commission can be punished by fines of as much as $200 or imprisonment for as much as sixty days, or both, for each offense. The penalty is in addition to the interest

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charge. . . . In many districts where business men have been found delinquent in filing payroll tax returns under the social security act, it has been discovered that the majority are small employers who have confused the provisions of the security act with the requirements of state unemployment compensation measures.

Rulings—Clergymen paid for officiating at funerals do not have to pay social security taxes on such fees, the Bureau of Internal Revenue has ruled, though hired chauffeurs, pallbearers and singers come under the law. . . . In Arizona and New York tips tucked under the plate for the waitress come within the scope of the unemployment insurance laws. . . . Ordinary life insurance agents of Kansas City Life are held to be independent contractors, and not subject to Titles VIII and IX of the social security act. According to *The Weekly Underwriter,* this company's contract with its agents is so closely patterned after the usual agent's contract that "the decision is practically a ruling for all life men throughout the country."

Private Plans—The president of the Pacific Telephone and Telegraph Company, Ned R. Powley, states that the company is "watching the new federal old age benefits program with interest," but is "holding tight to its own efficient program." . . . Socony-Vacuum will continue its private retirement plan for two more years, along with requirements of old age benefits. The company plan was started in 1903. . . . Interborough Rapid Transit, one of New York City's subway systems, announces a new private retirement plan for its employes under which it "will repay to 12,500 employes approximately $2 million and for thirty years will pay $675,000 into a pension fund, while employes will be required to make no further contributions." The new agreement is put forward as an adjustment of the private plan to the federal social security program. . . . The Central Hanover Bank, New York City, is starting an annuity and insurance plan, effective August 1, covering all regular employes under the retirement ages of sixty-five for men and sixty for women. Costs are shared by the workers and the bank, but the bank "pays more than half the future cost and all the accumulated charge for past service."

Labor Trouble—The National Labor Relations Board has appointed William Savin, Family Service Association director in Washington, D.C., as arbitrator in the case of William Stumpf and William Schultz, former employes alleged to have been discharged by the Social Security Board for activity in behalf of the United Federal Workers, a CIO affiliate. The reinstatement of Harvey Hochman and David Schutzberger, whose dismissal was also ascribed by the UFW to organization activity, is announced by the union.

Study and Report—Social Security Board Regulation No. 2 is a pamphlet on old age benefits, prepared as a guide for all participants in this program. From the superintendent of documents, Washington, price 10 cents. . . . In a 600-page paper bound volume the Social Security Board has published a summary of the staff reports to the Committee on Economic Security, which paved the way for the social security act. It includes a summary of foreign experience with unemployment insurance, sections on unemployment compensation in this country, old age security, security for children, provisions for the blind, the extension of public health services, the need for federal support of social security programs. Copies from the superintendent of documents, Washington, D.C., price 75 cents.

Security Abroad

FIFTY thousand Russian office workers will become eligible for old age pensions, under a new decree extending to them old age and disability benefits previously limited to industrial and agricultural workers.

South Africa—A system of unemployment compensation has been established in the Union of South Africa, covering specified industries. For any of the scheduled industries in any area, the Ministry of Labor and Social Welfare may establish an unemployment fund covering all persons in the industry in the area, with certain exclusions. The funds thus established are to be administered by management committees, made up of equal numbers of representatives of employers' and employes' organizations. The funds are to be built up with contributions by the members, and a government subsidy equal to one fourth of the member contributions. A central authority of three members will supervise the management of the funds, administer a central unemployment benefit fund into which the Minister of Labor is to pay from national revenue, a sum equal to one fourth of the total contributions of employers and employes to their several funds. From this central fund, assistance will be given to unemployment funds where it is needed.

British Surplus—The unemployment insurance fund in Great Britain which some years ago had a heavy deficit and was therefore reorganized, is expected to show a surplus of more than £17 million in 1936-37. There is a divergence of opinion as to the use to which this surplus should be put. The trade unions propose that the waiting period be abolished, the amount of all benefits increased, and the period of benefit payment lengthened beyond that allowed at the present time.

Czechoslovakian Committee—The Minister of Social Welfare has appointed a committee to study the question of the introduction of compulsory sickness, old age and widows' and orphans' insurance for independent workers in Czechoslovakia. The scope of the proposed scheme is "to make insurance compulsory for all persons exercising an independent trade and who are liable to the general tax on trade profits or the land tax." This means that peasants, craftsmen, tradesmen and members of the learned professions will be included in the proposed plan.

The one hundredth anniversary of the opening of the first kindergarten in Blankenburg, Germany, is being celebrated this year by the Association for Childhood Education. Local and nation-wide pro-

grams will emphasize the development of the movement for childhood education here and abroad. Suggestions for exhibits, pageants, radio programs, and a study outline may be obtained from the association, 1201 16th Street, N.W., Washington, D.C.

Concerning Children

THE rash of publicity last spring over child marriages brought action in several state legislatures. Minnesota prohibited marriage under fifteen years and Tennessee under sixteen. Rhode Island raised the minimum age for girls to sixteen, for boys to eighteen. Maryland's new law requires a forty-eight hour notice of intention to wed; New York's, a seventy-two hour notice. Tennessee requires a three-day notice for girls under eighteen. States that still cling to the common law age for marriage—twelve for girls, fourteen for boys—include Colorado, Florida, Idaho, Mississippi, New Jersey and Washington.

Therapy by Play—Children suffering from every type of physical handicap may enter the new Elizabeth and J. Willis Martin Orthopedic School in Philadelphia which provides schooling

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from kindergarten through the entire eight grades. Covering a block in one of the city's poorer neighborhoods, the school was built by the Philadelphia Board of Education in conjunction with the Public Works Administration, to provide the best possible educational facilities for handicapped children the city over. Its cost was met from taxes plus a grant of 45 percent from PWA. It will care for five hundred children, giving them the best of skilled services and attractive apparatus for therapy by play, such as heated swimming pools, equipment for handicrafts, domestic science, a print shop and gymnasium. Treatment rooms include scientifically constructed exercise devices, disguised to have the appeal of play materials. No child capable of educational training is excluded.

The medical staff includes a physician, dentists, physiotherapists, and an orthopedic nurse. Seventeen teachers, all specialists in orthopedic work, and fifteen trained matrons will care for the children. This is Pennsylvania's first complete orthopedic unit.

Hot Weather Retrospect — Grim old Hoffman Island in New York's lower bay, long since abandoned as a quarantine hospital for immigrants, was turned into a municipal picnic ground this summer, with city ferry boats to transport mothers and children for day outings. The outings included lunch, supervised play, games and music. Various city departments cooperated, with the WPA also lending a hand. The city proposes ultimately to develop the ten-acre island as a playground but thus far red tape has held up the project.

The New York Association for Improving the Condition of the Poor this season operated its ten fresh air camps for twelve weeks instead of eight, providing outings of an average of twelve days at seashore or farm, for 2936 children and 610 mothers and aged persons. Since 1883 the AICP has never missed a summer in sending children to the country.

The New York Charity Organization Society used its especially raised hot weather fund for a dual purpose: first, to send to the country the 2671 children in the "trouble filled homes" of COS clients; and second, to make those homes more bearable for the people left behind. Part of the fund therefore was used to move big families into quarters with more air and space, to provide extra cots and beds and to supply extra milk and ice for children and old people.

Following its successful experimentation of last year, the New York Diabetic Association again conducted a special summer camp for diabetic children. Forty children, patients in various diabetic clinics, went to camp in groups of ten for two-week periods. As one of the purposes, the camp taught the children the routines of their own treatment. Last year all the campers, even the youngest, learned to calculate their diets, test their urine and administer their insulin.

Studies—The crippled children's division of the U. S. Children's Bureau is undertaking two studies in relation to the policies and procedures in state programs for crippled children. Policies relating to "intake" or eligibility for care under state programs for crippled children are being examined. The second study is concerned with discharge procedures from hospitals where children have been treated.

By taking a sampling of state plans, the bureau hopes to learn the most satisfactory methods of intake and discharge and the extent to which medical and social factors are correlated in work for crippled children. The studies will be carried on in the East and Middle West and will be staffed by medical social workers, two supervisors, with three assistants each. After analysis of the material it is hoped that principles will be developed to help states in formulating their programs.

It's a Bureau—By some slip of the tongue or the typewriter this department misnamed, in a brief mention in the June issue, the new Jewish Children's Bureau in Chicago, calling it instead Jewish Children's League. The bureau, of which Jacob Kepecs is director, is the result of the consolidation of three well established agencies, the Jewish Home Finding Society, the Chicago Home for Jewish Orphans and the Jewish Children's Welfare Society. The merger was effected to the end of better coordination of existing services and more effective development of services for needs now unmet. For the present the bureau is working through three departments, child placing in foster families, institutional care and housekeeper service. It has been designated by the Jewish Charities of Chicago as its official child caring agency with sole authority to receive and to deal with applications for the care of children.

Birth Control

WITH two recent victories in the bag [see *The Survey,* February 1937, page 48, and July 1937, page 225] the American Birth Control League and the Birth Control Clinical Research Bureau have joined forces for wider efforts. The National Committee on Federal Legislation for Birth Control, considering its job done, has voted to dissolve. Those who supported its work are asked to give their help to a wider program of national education and research being developed under the aegis of the new Birth Control Council of America, coordinating the efforts of the league and the bureau. Objectives of the new council are to eliminate overlapping and duplication, to establish joint standards and certification of birth control clinics in America and in general to coordinate activities. Margaret Sanger is chairman of the new council and Henry Pratt Fairchild, vice-chairman. Three members from each group will serve on the council. Those now appointed include Mrs. Louis deB. Moore, Drs. Frederick C. Holden and Eric M. Matsner of New York, Clarence C. Little (alternate) of Bar Harbor, Me., Drs. Hannah M. Stone, Ira S. Wile, Rabbi Sydney E. Goldstein, and Abraham Stone (alternate), all of New York.

Biggest Job—In response to appeals of prominent Chinese medical men for assistance in developing birth control among China's "submerged millions," Margaret Sanger this summer sailed for China with a party of her fellow-workers. In 1935 the Chinese Medical Association, responding to an earlier tour by Mrs. Sanger and her helpers, went on record as officially recognizing "contraception as a part of the activities of public health, especially in the field of maternity and child welfare."

Boston—A brush between Boston and Brookline, Mass., police and the Birth Control League of Massachusetts and clinics in that section brought the league a technical court victory. It will be fought further by the league, in the hope of clarifying the legal situation in regard to birth control clinics in Boston and Massachusetts. Several local clinics were closed during the unpleasantness of police seizures.

Good Record—A recent article, Volunteers Venture [see *The Survey,* February 1937, page 39] described the successful operation of a birth control clinic in a southern community with volunteer social workers' support. The Birth Control Educational Center of San Francisco inspired by the article writes to the editor to describe eight and a half years' successful operation of a project carried on under auspices of the local American Association of University Women in that city. Service is free to clients sent by authorized organizations; a nominal fee is asked of others.

Clinics—A ten-fold increase to bring existing birth control clinics to three thousand was recommended by Margaret Sanger in her final report for the National Committee on Federal Legislation for Birth Control. Referring to the court decision which early this year upheld birth control under medical direction, Mrs. Sanger said, "This has opened the

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way to a far more fundamental goal—the inclusion of birth control in public health programs and the carrying of contraceptive information to neglected mothers in isolated regions."

Mrs. Sanger suggested a program of education in birth control to be carried on by nurses as instructors, similar to the familiar visiting nurse service. She suggested educational caravans to carry contraceptive information to remote places. According to Birth Control Clinical Research Bureau records, some 56,000 women who have appealed for advice have received information from the bureau.

Bootleg—A recent issue of *American Mercury* estimated that unauthorized sales of birth control devices in America, although prohibited by law, amount to about $300 million. The "bootleg" trade, according to this report, is divided among some two hundred small manufacturers and nine large ones and is carried on mainly through drugstores, cosmetic stores, beauty parlors and filling stations.

Planning Health

THE Leonard Wood Memorial is girding itself for world war on leprosy. "Leprosy must be controlled where it exists, even in the country where it has a toe-hold, and prevented from entering countries which are free from it." The memorial has developed a program of international education on how leprosy is communicated and why it persists in certain areas; of expanding activity in research as to its cause and nature; and of study and experiment to discover the most effective treatment and to improve methods. The next world conference of leprosy workers will be held at Cairo, Egypt, in March 1938 under the auspices of the International Leprosy Association with the Leonard Wood Memorial helping substantially toward the expenses.

AMA Looking Glass—The following excerpts from the editorial pages of the *Journal of the American Medical Association* reflect the association's own official look at the action concerning social medicine taken at its summer convention. [See *The Survey*, July 1937, page 225]. "The medical profession has never failed in its ideal of medical care for all—rich and poor alike—regardless of their ability to pay. . . . The ideals of mutual responsibility between doctor and patient, unalterable opposition to commercialized, bureaucratic or state practice, and willingness to do our utmost in providing all that can be provided to the sick still remain among the accepted principles of American medicine.

"The problems of medical care have been during the past ten years like a seething volcano, constantly erupting great masses of fire in the form of hastily concocted, dangerous schemes and plans which the medical community and the public alike had to avoid or perish. The eruptions associated with the last annual session vary, however, from those which occurred in the past. They seemed to come, although somewhat indirectly, from Washington. . . . The end result was a direct proffer, by the House of Delegates of the AMA to the U. S. government, of the services of the association in working out suitable plans for the care of the indigent sick. . . . The House has not indicated its acceptance of any new form of medical practice. It has, however, authorized the board of trustees, as its representatives, to cooperate with the government in developing the best possible care of the indigent sick, within the principles fundamental to good medical service previously established."

Foundation Emphasis—Concentration of effort by the Rockefeller Foundation on certain diseases where there is a reasonable expectation of transfer from the non-preventable class is reported in the foundation's annual report for 1936. The work of the International Health Division was conducted last year on a budget of $2,100,000 in thirty states and in forty-one foreign countries. The major portion went to laboratory and field services and to the investigation and control of specific diseases. About one fourth of the sum was devoted to public health education and the aid of state and local governments in setting up model health centers and demonstrations.

The foundation, says the report, is giving "increasing emphasis" to mental hygiene. Discussing its approach the report says:

"What is meant by 'mental hygiene'? Admittedly, it is a loose term. There is no single word satisfactorily comprehensive of the fields which it covers. Perhaps 'psychiatry' comes closest to the meaning of the foundation's present program, with the understanding that the word must be given a broad interpretation. It must mean far more than the traditional interests of the clinical psychiatrist. If it is to be truly comprehensive, it must range all the way from anatomy to psychology. It must deal with the function of the nervous system, the role of internal secretions, the factors of heredity, the diseases affecting mental

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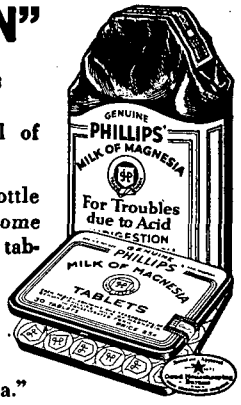

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ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

HYNSON, WESTCOTT & DUNNING, INC.

Baltimore, Md.

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and psychical phenomena—in brief, it must lay a factual foundation for what is often called psychobiology.

"The foundation has no illusion that the complete answer to the problem of mental abnormality lies in any particular approach. In this field of mental behavior, as in all other fields, there is no exclusive or predetermined way to knowledge. Amid too much shouting disagreement among the doctors and too many schools of thought, it is best to seek competent, serious workers who offer reasonable hope of adding helpful scaffolding or permanent bricks to the edifice of verifiable knowledge of man and his behavior."

Plague Fighters

CHICAGO has made a vigorous beginning in a campaign for the eradication of syphilis. Officials of the U. S. Public Health Service cite this as "the first American city to attack the problem in any realistic way." A law effective for all Illinois on July 1 makes it illegal for anyone to marry without valid evidence, based on a physical examination including blood and microscope tests, that both parties to the marriage are free from venereal infection. In Chicago, a million ballots were sent out by the local health authorities on the query, "In strict confidence and at no expense to you, would you like to be given by your physician a blood test for syphilis?" Incomplete returns showed 93 percent voting "Yes." A parade of 1500 boys and girls in the city's busy Loop section carried banners proclaiming that "Chicago will stamp out syphilis." Paraders helped to distribute the ballots. A poll by the Gallup Institute of Public Opinion on the same question brought 95 percent favorable answers from Chicagoans.

Already the State Department of Public Health has found the demands for pre-marriage tests so heavy that time-saving devices and plans have been instituted. Physicians and clergymen have been asked to cooperate, the physicians to supply case histories (anonymous) and the ministers to urge their congregations to cooperate in the campaign. The city has arranged for the services of a group of senior students from recognized medical schools to help busy physicians make out reports.

Nation-wide returns from the Gallup poll showed that 87 percent of those questioned would be willing to have the test. Young people gave a particularly high percent of favorable answers.

The State Charities Aid Association of New York, through its committee on tuberculosis and health work cooperating with the New York State Department of Health, has 1937 grants totaling $21,000 for a syphilis education program outside the city of New York. These funds were received from the Milbank Memorial Fund and from the New York Foundation. Eleven community institutes on syphilis have been held this year to enlist citizen interest. The New York Association for Improving the Condition of the Poor reports that last year it spent $20,847.66 in care of 215 families in which syphilis was known to be a problem. In a recent bulletin from the association a chart of the services given such families is presented. (Syphilis—and the "Conspiracy of Silence," from the AICP, 105 East 22 Street, New York.)

New Hampshire in August joined the parade of states now requiring blood tests before marriage licenses are issued.

Citizen Service

IF Detroit social work does not have the benefit of an intelligently cooperative group of volunteers, board members and interested laymen it will not be the fault of the Community Fund and Council of Social Agencies. Both are carrying on active volunteer training projects.

For two "semesters" of twelve weeks each, the council's Central Volunteer Bureau gave a course known as Social Clinics. Prominent social workers and educators were asked to lecture on subjects designed to give general background and understanding of urgent social problems. Enrollment was limited to thirty-five. Examination papers reviewing the course revealed an impressive awareness of the implications of the problems studied, and a growth in social philosophies.

The Community Fund called upon Leah Feder, associate professor of social work at Washington University in St. Louis, for a series of lectures covering practical working information for board members. After the institute, local social agency boards ordered more than five hundred copies of a mimeographed transcript of her lectures. Available from Detroit Community Fund, 51 Warren Avenue West.

Sextuplets—A central planning board originated by the town of Linden, N. J. as machinery for a "community-wide attack on social ills," announces that it now has sextuplets. Five other towns have "asked to get into the cradle" and now it is the Six Town Plan, with a publication known as the *Six Town Social Surveyor*. A research staff supplies facts for the use of the "round tables" whose "knights" are the members of the board. At last reports there were 151 of them.

Players Project—The Cleveland Junior League Players in the past year carried out a drama project in cooperation with Cleveland settlements under direction of Lois Buell of New York. A full report of the work and how it was done has been prepared in mimeographed form by the National Federation of Settlements. Report No. 6, Twenty-fifth conference, National Federation of Settlements, 147 Avenue B, New York.

Reading List—The volunteer service bureau of the Boston Council of Social Agencies has issued a catalogue of recommended books and magazines "for the interest and information of volunteers in social work." Price 10 cents from the council, 80 Federal Street, Boston.

Professional

AN exploratory study to discover the possibilities for developing uniform accounting in social work has been undertaken at the request of a group representing five national agencies: the American Public Welfare Association, the National Conference of Catholic Charities, the National Council of Jewish Federations and Welfare Funds, the National Social Work Council and Community Chests and Councils, Inc.

The project was originally proposed to the Committee on Accounting and Statistics of Social Work, affiliated with the National Conference of Social Work, by its chairman, C. Rufus Rorem, C.P.A. After detailed discussion at a meeting during the National Conference of Social Work in Indianapolis it was agreed: that there is need for special emphasis on uniform accounting in the field of social work, both public and private; that existing committees in the field of statistics probably should not undertake the more specialized problem of financial accounting; that the work of developing uniform classifications and definitions would require the services of a full time executive officer; that any program for the development of uniform accounting should be coordinated with programs in statistics and should be guided by experienced and professionally qualified social workers, in order that recommendations might be consistent with the best social work practice.

A special committee then was appointed to propose to the five national organizations that they "associate themselves through a joint committee to promote uniform accounting in social work throughout its various fields on a nation-wide scale, and including private agencies and governmental departments, federal, state and local."

This committee included, with Mr. Rorem, Henry Bauling, Jewish Charities of Chicago; Ralph G. Hurlin, Russell Sage Foundation; Helen Jeter, Social Security Board; and Raymond F. Clapp, Indianapolis Community Fund.

Officers of the five national agencies who are participating in the planning to

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date are: Fred K. Hoehler, American Public Welfare Association; Bradley Buell, Community Chests and Councils, Inc.; Rt. Rev. Msgr. John O'Grady, National Conference of Catholic Charities; Harry Lurie, National Council of Jewish Federations and Welfare Funds and David C. Holbrook, National Social Work Council. Federal agencies invited to join in the further activities of the committee are the Central Statistical Board, the Social Security Board, the Children's Bureau and the Works Progress Administration.

The special committee, with Mr. Clapp as chairman, is continuing its activity in association with the national agency representatives. As a result of its efforts the American Public Welfare Association assigned R. Clyde White, part time member of its staff and professor of social economics at the University of Chicago, to make this summer an exploratory study of the extent and character of need for the development of uniform accounting in the welfare field, and the possibilities for progress in that direction.

Social Workers for Nebraska—Responding to "an urgent need for trained personnel in the field of social work on a professional level," the University of Nebraska this fall will establish a new graduate school of social work. Although a bachelor's degree from a recognized college is prerequisite, under certain conditions "adult special" students without such a degree may be admitted to some courses. The school will offer the degree of Master of Arts in public and private welfare. It will be established on the basis of requirements of the American Association of Schools of Social Work, and recognition in that body will be sought as soon as regulations permit. First semester opens September 15. The school has as its first director, Ernest F. Witte, a past president of the Nebraska State Conference of Social Work.

News Notes—The April issue of the quarterly of the Charity Organization Society of London is devoted to Mothers of Britain: Estimates of Their Efficiency. The material, largely gathered by questionnaires, was prepared for the second international conference on The Mother in Her Home, held in Paris in June. (Price 1 shilling from the society, Denison House, 296 Vauxhall Bridge Road, London S.W.1)

A new program of professional courses in public service will be offered this fall at New York University, division of general education, in cooperation with administrative departments of the New York city and state governments. The course, planned by a board of government experts, will be given at the university's Washington Square College.

At the early summer meeting of the American Home Economics Association, a resolution was adopted to the effect that: "Whereas, all home economics is directed toward a common goal, namely the improvement of personal and family living and activities growing out of them; . . . the chairmen of departments of the association devote a portion of their programs to the presentation of the common purpose and to a consideration of the social significance of their particular field of work to the ultimate objective of home economics."

New York University School of Architecture and Allied Arts will offer a course in housing by Carol Aronovici, classes to begin September 23.

What We Preach—The staff of the national office of the American Association of Social Workers has "got itself" protected under New York state unemployment insurance provisions. After long negotiations, the appropriate state department finally ruled that the AASW "appears to be a professional organization promoting the interest of its members and fostering professional ideals and standards . . . as a professional organization is subject to the New York State unemployment insurance law as of January 1, 1936, as it employed at least four persons within each of thirteen or more calendar weeks in 1935 and 1936." In commenting on the decision *The Compass* says (August 1937, page 21): "The decision . . . that the work of a national organization of this kind does not come under the exemption clause indicates that many other organizations not dealing directly with clients might be included under the New York State act and also, of greater importance, that many agencies throughout the country might be eligible under the federal social security act to the provisions for old age retirement." The new arrangement will apply to any member of the AASW national staff receiving less than $2600 salary. It is pointed out that the ruling would not apply to social agencies generally.

People and Things

WILLIAM HABER has made final his long-forecast resignation as relief administrator for the State of Michigan. [See *The Survey*, March 1937, page 88.] Concerning it, he wrote to *The Survey:* "I leave the emergency relief picture particularly well pleased because the legislature has adopted all of the proposed bills for the reorganization of welfare services in the state."

Since he first joined the Michigan ERA as assistant administrator in 1933, Mr. Haber has made an increasingly useful contribution to the emergency relief and public welfare fields, both in practice and in professional thought. Though he is now Professor Haber in the department of economics and in the graduate school of public and social administration of Michigan University, he continues in public service as a member of the advisory committee to the state's Social Security Board.

When Professor Haber's resignation from relief administration was announced, the *New York Times* published a long commentary entitled Spoilsmen Foiled by Relief Head.

Powers That Be—President Roosevelt resigned, recently, from one of his longest-held offices—president since 1922 of the Boy Scout Foundation of Greater New York. J. Stewart Baker, chairman of the board of the Bank of Manhattan, succeeded to the office at the special request of the retiring incumbent. Barron Collier, who has been acting president and directing head of the foundation since Mr. Roosevelt first was elected governor of New York, also has tendered his resignation. Perry A. Lint, formerly scout executive of the Chicago Council of Boy Scouts has been appointed executive of the New York foundation.

Charles P. Taft, Cincinnati attorney, is to be chairman of the coming Community Mobilization for Human Needs, it is announced by the Community Chests and Councils, Inc. Vice-chairmen include: Dr. A. H. Giannini, Los Angeles; Louis E. Kirstein, Boston; Mrs. Franklin D. Roosevelt, Washington; Mrs. Harper Sibley, Rochester; Gerard Swope, New York.

James Phinney Baxter, 3d, professor of history and a house master at Harvard University, has been named to succeed Tyler Dennett as president of Williams College, Williamstown, Mass.

To Spain—American members who sailed last month to join an international commission to survey the needs of Spanish child refugees include: Constance Kyle of the University of Illinois College of Medicine; Lillian Emder, of the permanent disaster relief staff of the American Red Cross, Philadelphia; Virginia C. Malbin, of the Jewish Children's Bureau of Chicago; Rose L. Gregg of the bureau of child guidance of the New York City Board of Education, Jen B. Chakin of the Jewish Social Service Association, New York.

Seventy Useful Years—Friends and admirers of Homer Folks will welcome a recently published brochure containing the lively tributes paid Mr. Folks at his seventieth birthday dinner, early this year. Pointing to the scope of his public service during his many years as an outstanding social worker and champion of progressive legislation in New York City, and throughout the state as secretary of the State Charities Aid Association, Charles E. Hughes called him "a states-

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man in the field of philanthropic endeavor." Mayor La Guardia told the audience of leading citizens and social workers that "Mr. Folks was willing to give me advice way back in 1929 when all of you respectable people wouldn't even talk to me."

About Nurses—The resignation of Major Julia C. Stimson, R.N. as superintendent of the U.S. Army Nurse Corps took effect in early summer. Known throughout the country for her energetic contributions to a wide range of activities of the nursing profession, Major Stimson has also a distinguished war and service record. She is now vice-president of the American Nurses Association and secretary of the board of the *American Journal of Nursing*. Her successor as superintendent of the Army Nurse Corps is Julia O. Flikke, R.N., who has been assistant superintendent.

King George VI of England included in the coronation honors list the name of Olive Baggallay, secretary of the Florence Nightingale International Foundation, who thereby becomes a Member of the Order of the British Empire.

Fellowships — The National Urban League recently awarded two fellowships of $1000 each for study in social work. Recipients are William Y. Bell, Jr. of New York and John Caswell Smith, Jr. head worker of the Wharton Settlement in Philadelphia. Since its organization in 1910, the league has awarded eighty-two fellowships to Negro students, all of whom have engaged in welfare activities among Negroes.

New Jobs—Earle G. Lippincott, on the staff of the New York COS since completing post-graduate studies at the New York School of Social Work, has gone to Savannah, Ga., as executive director of the Family Welfare Society of that city. . . . Louis Brenner, who has served with the United Palestine Appeal and Joint Distribution Committee, has been named to succeed Isidore Sobeloff as director of the New York office of the National Jewish Hospital at Denver. Mr. Sobeloff is now executive director of the Jewish Welfare Federation in Detroit.

Elizabeth Crockett, well known to Boston social work during her years as resident worker at the Ellis Memorial Settlement and with the Home and School Visitors Association, has joined the staff of the New England Home for Little Wanderers, where she will be concerned with organization, publicity and finance.

Temple University has announced the appointment of Everett W. DuVall as associate director of the department of social group work. He comes from the University of Southern California where he has been on a research job for the All-Nations Foundation, Los Angeles.

A. R. Gephart, executive secretary of the Missouri Association for Social Welfare, has resigned as executive secretary to become director of public relations for Central College at Fayette, Mo. Helen A. Brown, social worker from St. Louis succeeds Mr. Gephart.

Christine C. Robb, AASW national office staff member since 1933, left her job behind on September 1. She plans a September marriage and does not expect to continue actively in social work.

Myrl W. Alexander, who has been senior warden's assistant in the federal prison at Atlanta now succeeds Ray L. Huff as parole executive for the U.S. Board of Parole.

What Is It?—The *Indiana Welfare News* passes on a query to "dere lady," the social worker, from one of the would-be-public-assisted: "Ples giv me som of your astince (assistance). I nede it bad, as I am a pore old woman and finashuly helpless from the hips down. Thank you for som astince. Is astince money or what? Yurs hopfully—"

Social Work Business—One of the outstanding demonstrations in bringing business methods, economy and efficiency into the field of public welfare administration has been that of John C. Weigel, fiscal supervisor of the Illinois Department of Public Welfare. Mr. Weigel came into the work from the administratorship of the Institute for Juvenile Research, Chicago, and reorganized standards and practices from the bottom up. His reports have been distinctive, packed with suggestions for public welfare administrators everywhere.

Announcement has been made of his promotion to the newly created post of administrative assistant in the same department, and he will focus on its rapidly expanding work under the new federal and state legislation. His first assignment is to the division of old age assistance and its reorganization. He is succeeded by James P. Cox as state fiscal supervisor.

Coming Events—The National Council of Jewish Juniors will hold its tenth biennial conference in Pittsburgh October 10-13. . . . The American Public Works Association will hold the 1937 Public Works Congress on October 4-6 in Atlanta, Ga. . . . The twenty-first anniversary of the Summer Play Schools movement will be celebrated with a dinner by the Child Study Association of America on October 27 in New York. . . . The Second National Conference on Educational Broadcasting will be held in Chicago November 20-December 1, under the auspices of interested educational organizations. Information from C. S. Marsh, 744 Jackson Place, Washington, D. C. . . . The Civil Service Assembly will meet this year in Ottawa, Canada, October 4-8. . . . The American Prison Congress will meet October 10-15 in Philadelphia. . . . The American Public Health Association meets October 5-8 in New York.

At the recent meeting of the Grand Council of the International Council for Nurses, it was decided to hold the next congress of the organization in the United States. . . . The Fourth International Conference on Leprosy will be held in Cairo, Egypt, March 21, 1938, under auspices of the International Leprosy Association.

Indiana State Conference on Social Work will be held September 30-October 3 in Indianapolis. . . . New York State Conference of Social Work to be held this year in New York City, opens with institutes October 18-19 and lasts through the week.

The Delaware State Conference of Social Work, meeting this year in Wilmington, December 2 and 3, aims particularly to develop community interest in welfare needs. Lay as well as professional leaders, local and national, have been asked to participate.

Regrets—By some unfortunate stroke of misinformation, *The Survey* erroneously reported last month that Josephine C. Brown of the WPA staff in Washington had resigned in favor of a long vacation. We are happy to report that the only foundation of fact is that she did take a vacation, in Europe. Miss Brown is now back at her WPA desk, doing a special job of research and writing.

Deaths

DARWIN R. JAMES, president of the Brooklyn N. Y. Bureau of Charities for seventeen years, and chairman of the New York State Board of Housing. Prominent in the civic and financial life of New York, Mr. James always gave liberally of his time to welfare work, and at the time of his death was in the midst of planning the bureau's annual drive for funds.

AMOS W. BUTLER, a pioneer in social welfare in Indiana, a past president of the then National Conference of Charities and Corrections and former secretary and executive officer of the Indiana Board of State Charities.

HARVEY D. BROWN, director of the Philadelphia Health Council and Tuberculosis Committee and a former director of the National Tuberculosis Association.

MARGARET W. O'CONNOR, retired New York state public health nurse supervisor, long associated with the state department of health.

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Readers Write

1862—Joseph Lee—1937

To the Editor: For Joseph Lee's American idealism life was not for the few and the privileged. It was not worthwhile unless it could be made worthwhile for all who were willing to play their part.

His country was not a success unless it could bring decent living and fair opportunity to all who had willing hands and active minds.

He carried the instincts of true sportsmanship into life itself with the claim that everyone must have a fair start in the race of life and a fair chance to run it.

But he gave more than good will and money. His unique contribution was a mind that thought through towards the causes that pull men down; that also reached out after the things that could best build them up.

He believed in the conquest of poverty; but not through sentimental palliatives or brainless decrees. He believed that mass poverty could be conquered by reaching down to the roots of things and dealing with basic causes.

His interest was not only in patching together the pieces of broken lives but in preventing the things that do the breaking.

He sought not only to cure life's ills, but to make ordinary life worth living when the ills are cured.

To his mind there appeared to be an unhappy combination of misguided sentiment, racial prejudice and commercial greed that was helping to spread mass poverty from inexhaustible sources in the old world over our new land through unrestricted and inadequately controlled immigration, and with this he contended from the beginning to the end.

Through the Massachusetts Civic League he helped in countless ways to correct and improve the laws of his own state and the methods of their execution.

As a director of education on the school board of Boston he gave some of his best years and the best of his mind in order that public education might be the fitting for life, which is its true purpose.

Life in the impatient vigor of youth was what especially appealed to him. It was he who saw most clearly that this youthful life was being needlessly cramped and driven into unwholesome channels, from lack of the natural and wholesome outlet afforded by the playgrounds which he instituted.

All over the land these playgrounds are giving healthier and better lives to countless numbers. For that alone his country owes him a debt of enduring gratitude.

Whether that debt be remembered or forgotten, his work remains, and he is content, for such was his nature.

Richards M. Bradley

Boston, Mass.

Teamwork

To the Editor: The Committee on Care of Transient and Homeless is most appreciative of *The Survey's* up-to-the-minute reporting of developments in the transient field. During the five years of our existence—the National Conference in Indianapolis marked our fifth birthday—your cooperation has been most helpful in our work.

The committee has been and continues to be a unique experiment in social organization. Given status in its appointment by the National Social Work Council, the committee did not become "just another national agency." Instead, it coordinated the efforts of the many national agencies concerned with the transient problem and thereby eliminated the inevitable duplication and waste had each agency gone its way alone.

We feel that largely through the efforts of the national committee and the many local and state transient committees, public welfare departments are realizing a responsibility for the transient which many of them were unwilling to concede previously. Such a realization, coupled with the more widespread knowledge of the field which is being accomplished by the Department of Labor study, the distribution of our publication, After Five Years, and the continued reporting of developments in *The Survey,* will result, we feel, inevitably in an adequate program to meet the needs of our moving population. While most of this committee's attention has been centered upon the transient, the local homeless have not been neglected entirely. Further concentration on this group is contemplated through a subcommittee on the homeless which is now planning its activities.

The unmet needs in transient and homeless care are still with us but we are encouraged by the results which have been obtained and shall continue to push for an adequate program of local, state and federal cooperation by which the needs can be met.

Executive Secretary Philip E. Ryan
Committee on Care of Transient and Homeless

THE PAMPHLET SHELF

Professional

LETTERS AND GOODWILL, by Hilary Campbell. The Social Work Publicity Council, 130 East 22 Street, New York. 15 pp. Price 35 cents.

Help for the troubled executive whose letters "lack something," a friendly quality perhaps. Many examples are offered and analyzed.

YESTERDAY AND TODAY WITH COMMUNITY CHESTS. Community Chests and Councils, Inc., 155 East 44 Street, New York. 56 pp. Price 50 cents, less in quantity.

A summary of dates, figures and facts covering the twenty-four years of the modern community chest movement.

LIFE INSURANCE FACTS FOR SOCIAL WORKERS, by John N. McDowell. From the author, Room 400, 260 Broad Street, Philadelphia. 20 pp. Price 25 cents, less in quantity.

Prepared for various public assistance agencies in Philadelphia, this contains the gist of what social workers need to know in this important area of service to their clients.

People

QUESTIONS FACING CONSUMERS: A Guide for Discussion, by Benson Y. Landis. Eastern Cooperative League, 112 Charlton Street, New York. 25 pp. Price 10 cents, less in quantity.

Material for ten sessions, each including a statement of a special phase of consumer concern, questions for consideration, summaries of various points of view and a brief bibliography.

THE LABOR SPY, by Gordon Hopkins. Vol. 3, No. 12 of Social Action, The Pilgrim Press, 289 Fourth Avenue, New York. 32 pp. Price 10 cents.

An interpretation, by a young newspaper man, of evidence presented before the LaFollette committee of the Senate and of cases in the records of the National Labor Relations Board.

CONSIDER THE LAUNDRY WORKERS, by Jane Filley and Therese Mitchell. League of Women Shoppers, 220 Fifth Avenue, New York. 64 pp. Price 10 cents.

Designed to rouse consumers to their responsibility and their power through organized action to change conditions in an industry. The home lives of the workers, "as wretched as their working conditions," are emphasized.

CHANGING RURAL AMERICA, by Ferry L. Platt. Vol. 3, No. 11 of Social Action, The Pilgrim Press, 289 Fourth Avenue, New York. 31 pp. Price 10 cents.

A summary of the complex problems of rural life, economic and social, with suggested areas for constructive action and the conclusion that "The American farmer is not yet 'stolid and stunned, a brother to the ox.' Not yet."

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Book Reviews

The Unit of Need

SOCIAL INSIGHT IN CASE SITUATIONS, by Ada Eliot Sheffield. Appleton-Century. 283 pp. Price $2.25 postpaid of *The Survey*.

ANALYSIS of processes and definition of terms, as aids to better work, have been Mrs. Sheffield's major contribution to the literature of case work. In the present volume she introduces a new unit of analysis, the "need situation," as "intermediate between the whole concrete case and mere abstracted factors."

Through a dozen illustrations, she seeks to define this "unit" and its values to case work and to the furtherance of case work's claim to professional status. This "situation is the case as conceived at some juncture that is significant for the fortunes of the values at stake." In simple cases, with single "situations," the definition is fairly clear, but when the case treatment extends over a period of years, with one situation melting into another and with various "sub-situations" appearing, one wonders whether the case worker would be able to mark them off as she went along, or could discern them only through a backward view.

One of the discouraging things about case work is the difficulty of measuring success or of knowing when to close the case. If thinking is "situation-centered" instead of "client-centered," the very statement of the "need-situation" defines the goal of treatment and if there are "sub-situations" with "proximate goals," progress can be indicated still more clearly. Each situation has a "time-span," long or short, sometimes definite, sometimes merging into another "situation," but at least more "compassable" than the whole complex welter of factors which make up a "case."

Another feature of a "situation-centered" view of a case is its emphasis on relationships and on environmental factors, on the possibilities of growth that lie in experiences shared with others and "in favorable changes in objective circumstances." "The meeting of needs which cramp and distort the relations between an individual and those about him, makes for fuller living. By giving to this person a sense of security, to that one a lift from health worries and discouragement, to still another an increase in status-satisfaction or a hope for some realizable achievement, a whole stalled situation may be released from its inhibitions and set moving ahead." What a fresh vision this gives the public agency worker, worried because, in her necessary concentration on environmental factors, she has no opportunity to do case work.

A further possibility in this view of case work is the development of "situation patterns," or similarities between one situation and others. "While it is true that no case would ever be duplicated, yet the experienced worker finds certain factors taking on a major significance as more closely and persistently interactive than others, and recurrent, as such, in other situations. . . . The importance of identifying such basic patterns is that it helps us in following the social process as a complicated case develops, and in recognizing type likenesses between situations that occur at divers times and places."

So far, case workers have studied their material and procedures by either the case method or the statistical method. The former stresses the uniqueness of each case, "so that the student passes on to investigate other situations with but little carry-over of conscious implementation from her experience with this one." The latter may "establish a causal relationship for one situation-item after another," but fails to give an understanding of a "psycho-social whole" which, "like an organism, conditions the nature of its interdependent elements."

"Situational thinking . . . bids for a fresh approach to the study of case work processes by a procedure of situation-defining," a method complementary to the quantitative method and one which "might in time afford more meaningful categories for a quasi-statistical treatment than do case histories."

Such "situation thinking" may proceed on the level of helping client groups to see their own needs in terms of life relationships, on the level of the case worker's theoretical interest in the adjustive processes, or on the rigorously scientific level of the academic research worker.

Mrs. Sheffield challenges too easy dismissal of such "situation thinking" by the statement that there are "certain intellectual limitations to which case workers are liable from the very nature of their immediate responsibilities." The concreteness of their problems and their standards of "individualized treatment" tend to make them stress methods and skills. "Profuse particulars" hide "type patterns." And, though insisting on the "uniqueness" of each case, workers are prone to swing "to far-flung generalizations based on figures about abstracted fact-items, especially when these are made the basis for reforms sought by law." Better interpretation through "appropriate conceptual tools," enrichment of service and a "social spread of insights" through a "program of experimental groupings"; these, she concludes, amply "justify the continuance of private social agencies." And one wonders whether this may not be one field in which public agencies, also, may do some experimenting.

CAROLINE BEDFORD
St. Louis Relief Administration

Levelheaded Psychiatry

GUIDING YOUR LIFE, by Josephine A. Jackson, M.D. Appleton-Century. 352 pp. Price $2.50 postpaid of *The Survey*.

SIXTEEN years ago, when the dynamic point of view in psychiatry was as yet unincorporated into American psychiatry, Dr. Jackson had the courage and the foresight to write a book in which the essential principles of Freud's concepts were explained. By means of homely examples, simple words and direct personal applications she conveyed, to a large reading public, information and a point of view, the helpfulness of which were proved by the book's huge sale. Many physicians prescribed her book and were pleased with the encouragement and insight which it gave to their patients. Indeed it might be said to have been one of the first intentional pieces of bibliotherapeutic writing by a psychiatrist and it still is one of the most successful.

Dr. Jackson's book was written with the advantage of added years of experience in the application of simple common sense explanations of adjustment problems. She has reduced to writing the talks which she uses regularly in her clinical work. The result is a quiet, levelheaded, sensible book, though by no means so remarkable or important as its predecessor, because in the sixteen-year interval since the publication of Outwitting Our Nerves the point of view which then was so new had been widely disseminated. The present book, however, is written in the same clear style. Some critics may think its structure too simple and discursive, but it is safe to say that to a certain public it will be appealing and helpful.

KARL A. MENNINGER, M.D.
Topeka, Kan.

Spartan Standards

THE HUMAN NEEDS OF LABOUR, by B. Seebohm Rowntree. Longmans, Green. 162 pp. Price $1 postpaid of *The Survey*.

HERE is the most recent of a series of studies to discover the family responsibilities of the average English wage earner, and what is the lowest figure at which they can be met. It bears the same title as a book published in 1918, and one of its interests lies in a comparison of standards and costs of living, then and now.

First having assured himself that the site of the earlier studies, York, is typical for industrial England in respect to family composition, earnings of unskilled labor and costs, the author checked, by an analysis of census figures, the earlier assumption that normally an adult male

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wage earner must be expected to support a wife and three children. This was important because there had been much talk of a reduction in the size of the average family. Similarly, he found statistical support for the view that, while more women have become self-supporting, they do not normally support dependents.

Admitting that even a national minimum wage, on these bases, would leave large numbers of families insufficiently provided for, at least during part of their life, the author holds that such needs must be met by some other means, best probably by a system of family allowance.

The greater knowledge possessed today of qualitative dietary requirements tends to add to the food allowance. On the other hand, following the recommendations of a recent report by a committee of the British Medical Association, the author adopts a slightly lower quantitative minimum than was considered necessary twenty years ago. To provide this food for the typical family of five cost 20s. 6d. at the end of 1936, and the minimum budget comes to 53 shillings for the town worker and to 41 shillings for the country worker.

The author evidently fears that in employer circles his exceedingly modest estimate of household requirements and costs still will be regarded as visionary; he continually apologizes for this item or that, and for the budget as a whole. Yet, according to this analysis, "about one third of the children in Britain will, during five or more of their most critical years, be insufficiently provided for, even according to the Spartan standard set forth in this book."

New York BRUNO LASKER

The Facts Are . . .

PUBLIC MEDICAL SERVICES, by Michael M. Davis. University of Chicago Press. 170 pp. Price $1.50 postpaid of *The Survey*.

IT is rather surprising that a country so proud of its public education as is the United States should have paid so little attention to its developments in public medicine. The actuality has run far ahead of general recognition.

Believe it or not, nearly 70 percent of all the hospital beds in the country (counting mental hospitals and tuberculosis hospitals) are maintained by government; still others have public support through public funds paid to voluntary hospitals for the care of the indigent sick. The hypothetical man in the street probably still believes that charity has a lot to do with providing medical services. Actually, Mr. Davis finds, less than 5 percent of the funds spent for the care of moderate income and low income families comes from charity; probably the amount is less than half that percentage. On the other hand, even in 1929 tax funds bore nearly a quarter of the costs of medical services for this great mass of our population; in 1936 that share

BOOKS FOR THE SOCIAL WORKER

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"This new and arresting study declares that crime, like insanity, is a disorder which implicates society at large, that the community will not be competent to cope with either insanity or crime until it has recognized the conflict and imbalance within itself."—Boston Sunday *Post.*

" . . . will interest particularly those dealing with mental abnormality either in individuals or social groups. The author urges the study of man as a phylum or part of the human race and deplores the tendency to pursue abstraction and symbols until contact with reality is lost."—*Science News Letter.*

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" . . . a scientist of great note, has written a short concentrated volume on the so-called biological or physiological time. . . . A fascinating description of the dynamic studies in cellular reparation, first, as the cicatrization (healing) of wounds and second, as effects on tissue cultures."—N. Y. *Times* Book Review.

"Parents and children live in different worlds, because of this difference in physiological time. A clear realization of the value of physical time to children would bring about a real progress in education."—Dr. Alexis Carrel in the *Foreword.*

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MACMILLAN **New York**

HANDBOOK ON SOCIAL WORK ENGINEERING

By JUNE PURCELL GUILD and ARTHUR ALDEN GUILD

A book valuable to public welfare workers, social case workers, medical workers, and those employed in other fields of social work by providing methods of organizing to meet the social problems of their communities. Agency board members join professional social workers in proclaiming Social Work Engineering as something new in the field of social organization and financial support, practical, readable, authoritative.

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doubtless had grown to be much larger.

Mr. Davis believes—and none is better equipped than he to express an opinion on that point—that his present book is the first attempt at a systematic description of the character and development of tax supported medical services in the United States, including in that category publicly supported services in hospitals and clinics, home care and public health. Like other forms of public service, public medical service is spotty—well developed in some parts of the country, meager in others. In New York State, for example, it has been estimated that public medical services cost $6.50 a year; in many other states expenditures are far lower, in some probably as little as $2. By and large, coordination of public medical services is conspicuous by its absence, even in single communities, let alone in wider areas. Home care of the indigent by private physicians paid out of public funds during the depression, was one example. Mr. Davis believes that, "A governmental service to the sick in their homes should be under the same organization as the local governmental hospitals and their outpatient services."

The magnitude of the public's present stake in sickness, both in terms of care provided and of dependency because of sickness, gives Mr. Davis' study immediate importance. That importance is likely to increase still further in view of discussions of new developments in this field on the part of the medical profession and others. It is to be hoped that a future edition will include in appendices a summary of the detailed factual data which the author must have brought together as the basis of his present cogent and illuminating analysis. MARY ROSS

Job Guidance

OCCUPATIONS IN RETAIL STORES. by Dorothea de Schweinitz. International Textbook Company. 417 pp. Price $2.75 postpaid of *The Survey*.

THIS volume was brought into being by the cooperation of the National Vocational Guidance Association and the Employment Service. Written by a member of the staff of the service, it is a capable presentation of information collected by a number of cooperating individuals and organizations, through a survey of some 360 firms operating nearly 4000 retail stores in about twenty communities. It is prefaced by a general description of the sort of business and of work ordinarily called "retailing." It then proceeds with a description of the duties, training, earnings, promotion and personal qualifications of employes engaged in a large number of specific occupations in retail stores.

The limitations of this book seem implicit in the basic material available through the schedules of the study. There were, in all, forty-four individuals participating in the field work. It is not easy to fill in even a simple questionnaire in a way that renders the material objective and strictly comparable. The questionnaires used in this study were far from simple. When forty-four field workers, many of whom compiled only a few schedules, question employers concerning "emphasis in hiring policies," "factors determining promotion," "methods of securing increases," and "requirements and qualifications for specific jobs," the chances of uniformity and consistent thoroughness seem slim.

This lack of tough-mindedness in descriptions of specific jobs—and these are perhaps the most valuable part of the study—does not impair seriously the book's usefulness for those whom it was intended to serve—vocational counselors in schools, businesses, and employment offices, as well as individuals selecting a field of work. It is a good rough-in. The finer chiseling will be done, in part, by the U. S. Employment Service itself, as well as by other wielders of the sharpening tools of occupational guidance.

RUTH PRINCE MACK

Thetford Hill, Vt.

The I.L.O. and the U.S.A.

LABOR TREATIES AND LABOR COMPACTS, by Abraham C. Weinfeld. Principia Press. 124 pp. Price $2 postpaid of *The Survey*.

PUBLISHED shortly after the close of the World Textile Conference of the International Labor Organization in Washington, Mr. Weinfeld's book, though addressed primarily to lawyers, should prove of invaluable assistance to those whose interests in the history and development of the I.L.O. and the functions of the United States as a member thereof, were begotten or increased by that conference. Moreover the need for a work of this nature, in which the treaty-making power is examined in the light of court rulings and of conditions attending the adoption of the Constitution, has been acute ever since President Roosevelt in 1934 accepted membership in the I.L.O. and assumed the obligations contained in the constitution of that organization. Aside from a few articles appearing in legal and other publications, the question of the extent of such obligations and the power to fulfill them has been untouched.

In this book Mr. Weinfeld has done a commendable job in collecting and analyzing adjudicated cases and in gathering together pertinent historical data. This would appear to be the most important aspect of the volume, since the Supreme Court may or may not find palatable the author's conclusions that the treaty-making power authorizes the ratification of international conventions embodying labor standards, so long as the due process requirement is satisfied, and that the I.L.O. constitution, therefore, demands such action. In view of this feeling, it is to be regretted that the date of publication did not permit inclusion of the Wagner Act and the Chaco Embargo cases, as their relevance and significance to the controlling issue cannot be doubted.

Department of Labor DONALD HISS
Washington, D. C.

The Lowest Ten Percent

A SOCIAL PROBLEM GROUP? edited by C. P. Blacker. Oxford University Press. 228 pp. Price $3.50 postpaid of *The Survey*.

IN 1929 the Wood Committee, charged with determining the number of mental defectives in England and Wales, and with recommending methods of dealing with them, said in its report: "Let us assume that we could segregate as a separate community all the families in this country containing mental defectives of the primary amentia type. We should find that we had collected among them a most interesting social group. It would include . . . a much larger proportion of insane persons, epileptics, paupers, criminals (especially recidivists), unemployables, habitual slum dwellers, prostitutes, inebriates and other social inefficients than would a group of families not containing mental defectives. The overwhelming majority of the families thus collected would belong to that section of the community, which we propose to term the 'social problem' or 'subnormal' group. This group comprises approximately the lowest 10 percent in the social scale of most communities."

The present book, A Social Problem Group?, was instigated in order to examine the assumptions underlying the term, social problem group. Its main purpose was to "throw light on the essential characteristics and delimitations of this group. . . . If a significant positive correlation were definitely established between defectives or retarded intelligence and other subnormal or abnormal conditions, considerable weight would be added to the view that every effort ought to be made to discourage the fertility of the social problem group, defined as a group of subnormal intelligence."

The present book consists of articles by different authorities on such topics as characteristics of the mentally retarded, the mentally disordered, epileptics, inebriates, prostitutes, recidivists and neurasthenics. Each article is concerned, for the most part, with the characteristics of the group insofar as they can be determined by case studies. For example, in the study of recidivism, consideration is given to such characteristics as incidence of mental deficiency and mental deviation, relationship of economic conditions and criminality, and the importance of heredity in the families of recidivists. Significant conclusions are derived in all of the articles.

The outstanding tendency throughout the book is the broad tolerance by the different authors toward all facts and

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points of view. The introduction by Dr. C. P. Blacker, general secretary to the Eugenics Society, is especially noteworthy for its tolerant interpretation of facts. For the reader who is interested in the social importance of eugenics, this will prove a worthy scientific supplement to the recent volume of the American Neurological Association entitled Eugenical Sterilization. ANTHONY J. MITRANO
The Training School at Vineland, N. J.

More Than History

A PURITAN OUTPOST, A HISTORY OF THE TOWN AND PEOPLE OF NORTHFIELD, MASS., by Herbert C. Parsons. Macmillan. 546 pp. Price $5 postpaid of *The Survey*.

KNOWN for the past forty years as a leader and prime mover in progressive social fields, Mr. Parsons in an excellent book traces the development of his native town of Northfield, Mass., and its people, from the first discovery and legislative approval of its present site in 1669, through the roaring spring flood of 1936. It is a history of a town's people, unlike any hitherto written.

Mr. Parsons deals sparingly with dates, briefly with wars; with minute rolls, epitaphs and town meeting votes, not at all. He does treat fully, warmly and understandingly the development of the life of the people. They and their actions, their prejudices and their homely ways of living are presented in rich detail along with changes from earliest days in dress and houses, speech and travel, household goods and occupations.

This is not to say that the book is not both historical and accurate. Other books may tell of the Revolution; this book tells how Burgoyne's soldiers settled in the country, and what became of them. Other books may tell of the glories of the War of 1812; this book relates how the town's militia refused to heed the state's order to march, thus maintaining its traditional stout independence. Volumes have been written on the coming of the railroad, but this book tells how the Irish, whose labor laid the tracks, lingered to help build the community.

Just as the details of living are described, so are the larger social problems of the town's development. The individualized home care of the poor, the responsibility for public education, the treatment of the mentally ill and the feeble-minded, are traced from the point of view which has made the author a leader in many fields of social welfare. Such chapter heads as Broad Planning—Social Foundations Laid for All Time, Peace and Home Development—New Elegancies in Dress and a New Church for Their Display, Conformity to Changing Fashions—Political Ardor, Prohibition Reaction, Style in Dress and Religious Calm, hint at their contents and reveal the author's style and treatment. The book was commissioned by Northfield as its town history, and it includes necessarily much genealogical detail. However the "begats" are so flavored with anecdote and humor as to make them extremely engaging.

The format and illustrations are excellent. A biographical section of Northfield men of achievement concludes the book.

Boston, Mass. BENEDICT S. ALPER

Fathers and Sons

OCCUPATIONAL MOBILITY IN AN AMERICAN COMMUNITY, by Percy E. Davidson and H. Dewey Anderson. Stanford University Press. 203 pp. Price $3.25 postpaid of *The Survey*.

DO sons inherit the occupations of their fathers, and fathers of their fathers? If not, what are the factors that determine a man's occupation? In this day of swift technological change, to what extent do differences in occupations originate in social conditions of an institutional character? Can education assist in directing men to jobs that turn and shift in the industrial scene like the restless mosaic of the kaleidoscope?

The report by Davidson and Anderson of a "pilot" study of some twelve hundred men in three hundred occupations bristles with scholarly answers to these and other questions. The aim is to supply working hypotheses for vocational

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education. With the help of over a hundred statistical tables and diagrams, the reader is given a bird's-eye view of the occupational lives of 7 percent of all gainfully occupied males enumerated in the 1930 census for San Jose, Calif. The investigation was made under a grant from the Social Science Research Council of Stanford University.

All occupations fall into the six social-economic groupings of A. B. Edwards of the U. S. Bureau of the Census: professional, proprietors and executives, clerks and salesmen, skilled, semi-skilled, unskilled. The authors gave these groups their positions on the occupational ladder and observed their vertical and horizontal movement, their occupational inheritance, schooling, nature of first occupation and the stability of their employment. Some of the outstanding discoveries were: that the preponderance of sons did not move far from the father's level, with skilled workers' sons showing more occupational inheritance than any other level (45 percent); that sons of clerks and salesmen tend to be "climbers," moving up to proprietor and professional levels rather than into manual labor; that 59 percent of the working life of skilled men and 48 percent of that of semi-skilled men was spent in their regular occupations.

More studies of this kind should be made to build up a body of information to enlighten our effort to adjust to changing methods of production with the least amount of pain. In this sample, the overweighting of farmers and teachers and the absence of mass production workers prevent generalizations, as the authors point out, but the findings are interesting and provocative.

ELIZABETH FAULKNER BAKER
Barnard College

Hostility Patterns

STUDIES IN SIBLING RIVALRY, by David M. Levy, M.D. American Orthopsychiatric Association. 96 pp. Price $1.25 cloth, $1 paper, postpaid of *The Survey*.

HERE Dr. Levy presents a study of play technique based upon testing children in controlled situations, with standardized stimulations, to determine the degree of aggression developed as an expression of sibling rivalry. Using a practiced methodology he succeeds in making a careful analysis of his studies originally developed at the Institute of Child Guidance. It represents a helpful objective approach to the study of phantasy and motives of children in their various degrees of aggression towards their younger brothers and sisters. This is an unusually clear exposition of a definite method of studying hostility patterns of children, as revealed through play situations organized to satisfy the requirements of an experimental procedure.

New York IRA S. WILE, M.D.

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